

THE CITY OF  
PLEASANTON

**GENERAL  
PLAN**


August 6, 1996  
(As amended by the voters)

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# **THE PLEASANTON GENERAL PLAN**

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## **A Guide to Community Resources, Future Trends, and Long Range Plans**

Adopted  
August 6, 1996

As amended by the vote of the people of Pleasanton  
on November 5, 1996

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# THE PLEASANTON GENERAL PLAN

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## I. INTRODUCTION







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# I. INTRODUCTION

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## WHAT IS THE GENERAL PLAN?

### State Requirements and Guidelines

The **General Plan** is the official document used by City decision makers and citizens to guide the long range development of land and the conservation of resources in Pleasanton. Each city and county in California is required by State law to adopt a **general plan**.<sup>1</sup> General plans must contain a land use map, policies, and supporting information adequate for making informed decisions concerning the future of the community.<sup>2</sup>

The Pleasanton General Plan meets all requirements for general plans stipulated by State law including the seven mandatory elements: **land use, circulation, housing, public safety, conservation, open space, and noise**. It also includes five optional elements relating to **public facilities, air quality, community character, economic and fiscal matters, and subregional planning**.

The Plan is general and flexible enough to allow for future change but specific enough to guide citizens and decision makers at the policy level. It identifies methods for improving public facilities and services to meet community needs and establishes a framework within which zoning, subdivision, and other government regulations are to be implemented. It provides information regarding the community, documents existing conditions, and projects future trends. It also

explains City policy and offers specific programs to alleviate potential problems. Finally, the Plan serves as a reference document to help locate information from a variety of sources.

State general plan guidelines recommend that comprehensive general plan updates occur at least once every five years. In addition, the State mandates that housing elements be updated at least once every five years. The purpose of comprehensive general plan updates is to re-evaluate all existing text and map provisions, and to address possible new areas of planning interest. Pleasanton has customarily initiated its updates once every five years following adoption of the previous plan. Substantial public involvement in the update process has always been provided.

### Interpretation of the General Plan

The California courts have long described the general plan as "...a **constitution** for all future development within the city." *O'Loane v. O'Rourke* (1965) 231 Cal.App.2d at p. 782. Like the United States Constitution, the Pleasanton General Plan is intended to evolve in response to changing times. This evolution occurs through formal amendment and interpretation. State law provides that each mandatory general plan element may be amended as often as four times per year. The City Council is the final authority for amendment and interpretation of the Plan.

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<sup>1</sup> Footnotes are located at the end of each chapter.

## How To Use This Document

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The General Plan is intended for all members of the community including residents, businesses, and City officials, as well as any other person or organization interested in the **future of the City**. It is written in lay language with technical terms defined throughout the text and detailed technical data referenced in supporting documents.

The Plan is divided into twelve major chapters including this introduction and the **twelve General Plan Elements**. The Conservation and Open Space Elements are combined into one chapter. Each Element contains two sections. The first discusses existing and future conditions, and the second contains City goals, policies, and implementation programs.

The Plan also contains footnotes, shown in parentheses, which cite source material referenced in the text and an index of key words which facilitates the location of specific subjects. All source material was developed by the City of Pleasanton Department of Planning and Community Development, unless otherwise noted. Major policy issues and key words are shown in **bold face type**. Information tables and figures are located at the end of each Element. A multi-color General Plan Map accompanies this document and graphically depicts the land use policies described in the text. The planned circulation system is presented on the General Plan Map and in the Circulation Element. A list of General Plan issues inapplicable to Pleasanton is included in Chapter XIII. The text of this document is stored on a word processor at the City Department of Planning and Community Development to facilitate General Plan amendments.

## CITIZEN PARTICIPATION AND THE GENERAL PLAN PROCESS

The **former General Plan** was adopted in 1986. This Plan was based upon substantial input by an Industrial Committee consisting of 150 members, and a Residential Committee which consisted of 65 members. The recommendations of both committees were integrated into a comprehensive update document by the City staff, subjected to numerous public hearings, and ultimately adopted by the City Council.

A fifteen-member **General Plan Steering Committee** was appointed by the City Council in June of 1993 to coordinate the 1996 comprehensive General Plan update.<sup>3,4</sup> The Steering Committee initiated its work by conducting a series of nine "town meetings." The purpose of these meetings was to solicit input from the public regarding issues which should be addressed in the update.<sup>5</sup> These meetings were attended by over 300 people, and considerable small group discussion was recorded.

Based upon input received at the town meetings, the Steering Committee formed **six sub-committees** consisting initially of a total of more than 200 members. Each sub-committee was co-chaired by two or three Steering Committee members. The purpose of the sub-committees was to study,<sup>6</sup> discuss, and formulate recommendations for updating the General Plan. An "Assembly" consisting of all sub-committee members was also established to allow for joint feedback. The six sub-committees consisted of:

1. Land Use/Growth
2. Circulation/Growth
3. Housing/Growth
4. Conservation/Open Space/Parks/  
Environment/Growth
5. Public Services and Facilities/Growth
6. Economic and Fiscal/Growth



More than 100 sub-committee meetings were conducted between March and October, 1994. The result was a series of working documents.<sup>7,8</sup>

During the sub-committee recommendations phase, the Steering Committee met regularly in an effort to coordinate the overall planning process. A continuous exchange of information between the sub-committees took place through the co-chairs at Steering Committee meetings. Upon completion of the sub-committee work, the Steering Committee reviewed the various **recommendations** with the purpose of coordinating them and resolving potentially conflicting recommendations between sub-committees.

The City staff then revised the General Plan based upon the Steering Committee recommendations.<sup>9,10</sup> An environmental impact report,<sup>11</sup> fiscal analysis,<sup>12</sup> and alternatives report<sup>13</sup> were also prepared for the update by City staff and consultants. The General Plan update was then reviewed by the Assembly and Steering Committee prior to review and recommendation by the Planning Commission, and **adoption** by the City Council on August 6, 1996.

## LOCATION, BOUNDARIES, AND CONTEXT

### Regional and Subregional Context

Pleasanton is located within Alameda County, one of nine **Bay Area** counties bordering the San Francisco Bay. The Bay Area is one of the largest and most diverse metropolitan regions in the United States. As an integral part of the Bay Area, Pleasanton is directly affected by Bay Area economic and developmental trends. Pleasanton's

demographics relative to Alameda County and the Bay Area is summarized in Table I-1. At the subregional level, Pleasanton is a part of the **Tri-Valley area**. Also, included within the Tri-Valley are unincorporated portions of Alameda and Contra Costa Counties, the Town of Danville, and the Cities of Dublin, Livermore, and San Ramon. One of the major challenges facing the Tri-Valley communities is to plan and coordinate an efficient pattern of land uses and infrastructure which will benefit all of the affected jurisdictions.

### Planning Boundaries

The General Plan **Planning Area** encompasses a 75-square mile (48,000-acre) area (Figure I-1) within which the City designates the future use of lands which "bear relation to its planning." Land uses are designated on the General Plan Map for the entire Planning Area even though much of this land is unincorporated and lies within the jurisdictional authority of Alameda County. Figure I-1 also illustrates other important boundaries within the Planning Area.

Pleasanton's **Sphere-of-Influence** is located within the Planning Area. It consists of a 42.2-square mile (27,200-acre) area adopted by the Alameda County Local Agency Formation Commission (LAFCO) and represents "the probable ultimate physical boundary and service area" of Pleasanton.<sup>14</sup> The Sphere-of-Influence contains unincorporated lands over which Alameda County has zoning control as well as lands incorporated within the city limits of Pleasanton.

The incorporated **city limits** of Pleasanton include a 22.4-square mile (14,300-acre) area over which Pleasanton exercises zoning



control and police powers and provides public services such as water, sewer, and police and fire protection. Only those areas in which landowners representing a majority of the assessed value of the land who favor incorporation may be annexed to the City. Pleasanton's city limits may change any time that landowners apply for, the City agrees to, and LAFCO approves an annexation.

The General Plan Map designates an **Urban Growth Boundary (UGB)** line around the edge of land planned for urban development at **General Plan Buildout**. The line distinguishes areas generally suitable for urban development from areas generally suitable for the long-term protection of natural resources, large-lot agriculture and grazing, parks and recreation, public health and safety, subregionally significant wildlands, buffers between communities, and scenic ridgeline views. The UGB is intended to be permanent and to define the line beyond which urban development may not occur.

### **Physical Setting**

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The urbanized portion of the Planning Area lies predominantly on flat land formed by alluvial deposits from prehistoric streams flowing through the Livermore, Amador, and San Ramon Valleys to the Sacramento River. Geologic activity in the area has resulted in varying deposits of sand and gravel in the northeastern portion of the Planning Area which comprise a major resource for the entire San Francisco Bay Area. Prime agricultural soils which once supported the cultivation of hops, barley, grapes, and livestock, have generally been urbanized except for several vineyards at the eastern edge of the Planning Area and some livestock grazing on Pleasanton Ridge and in the Southeast Hills.

Pleasanton is enclosed by hills on the west and southeast (Figure I-2). The Pleasanton and Main Ridges to the west rise sharply above Foothill Road to peaks of 1,500 feet, creating a beautiful visual backdrop to the City. These two ridges remain seismically active and feature complex terrain, densely wooded vegetation, and landslide prone soils. A series of gentle to steeply sloping hills extend south from Pleasanton into a valley containing the San Antonio Reservoir.

### **History of Planning and Development in Pleasanton**

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Land in the Pleasanton area was held by the **Ohlone Indians** prior to the first European contact, and it was then used in conjunction with the Spanish missions. The first European settlement was started by **Augustin Bernal** in 1850. The adobe house he built along Foothill Road still exists today. For recreation, Bernal trained and raced horses, a tradition continued today at the Pleasanton Race Track within the Alameda County Fairgrounds. Pleasanton was gradually transformed from a stagecoach stop in the 1850's to a homesteading settlement along the transcontinental railroad in the 1870's, to a thriving agricultural center for the production of grain, hay, and hops, well into the twentieth century.<sup>15</sup>

The City of Pleasanton was **incorporated in 1894**. By 1900, it had become home to the Bank of Pleasanton, Pleasanton Hop Company, Ruby Hill Vineyard, and three hotels. In 1917, Pleasanton was chosen as the setting for the film "Rebecca of Sunnybrook Farm," starring Mary Pickford, and later became the site of Phoebe Apperson Hearst's home, "Hacienda del Pozo de Verona" at the present site of Castlewood Country Club. During the early 1900's, Henry Kaiser and others began the harvesting of sand and gravel

deposits, an industry vital to the region's economy to this day.

Pleasanton's unique amenities and geographic setting have attracted residents and businesses at an accelerating rate over the past century. During the 1980's, the City became home to a regional shopping mall, several large business parks, and a mix of residential developments. Throughout its history, Pleasanton has successfully combined the character of its past with the opportunities to guarantee a prosperous future.

### **Community Profile**

---

As of January 1, 1995, the City of Pleasanton supported a **population of 57,347** and

provided **31,683 jobs** within its corporate limits. Pleasanton enjoys a diverse economy with a balanced mix of residential, retail, office, and light manufacturing uses. The City has the locational advantage of being situated at the intersection of two major freeways, generally surrounded by open space and mineral resources, proximate to a skilled labor force, and home to major corporate offices, hotels, research organizations, and public facilities. Pleasanton is a **distinct community** which is physically separated from neighboring jurisdictions by hills, freeways, and quarry lands. It is a safe, high-profile community with an excellent quality of life. Its schools are among the best in the State. Pleasanton welcomes cultural, ethnic, racial, and economic diversity.

## DEFINITIONS

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The **Pleasanton General Plan** is referred to throughout this document interchangeably with the terms the Plan, The Pleasanton Plan, and the General Plan. The General Plan describes existing and future conditions and establishes City policies and implementation programs which affect the Planning Area.



## FOOTNOTES

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- <sup>1</sup> California Government Code Section 65300 et seq.
- <sup>2</sup> California Office of Planning and Research, General Plan Guidelines, November 1990.
- <sup>3</sup> The Pleasanton Plan, Revised November 2, 1993.
- <sup>4</sup> General Plan Steering Committee Charge of Responsibilities and Planning Process, September 23, 1993.
- <sup>5</sup> Community Values and Issues Summary Report, January 25, 1994.
- <sup>6</sup> Sub-committee background informational reports prepared by the City of Pleasanton included the following:
  - a. Pleasanton General Plan Update, Land Use Background Report, March 7, 1994.
  - b. Pleasanton General Plan Update, Circulation and Noise Report, March 7, 1994.
  - c. Pleasanton General Plan Update, Housing Background Report, March 3, 1994.
  - d. Pleasanton General Plan Update, Conservation, Open Space, Parks, and Environmental Background Report, March 15, 1994.
  - e. Pleasanton General Plan Update, Public Services and Facilities Background Report, March 1, 1994.
  - f. Pleasanton General Plan Update, Economic and Fiscal Background Report, March 7, 1994.
  - g. Tri-Valley Regional Planning Implications for the General Plan Update, March 1, 1994.
  - h. General Plan Study Areas Small Group Tour, April 29, 1994.
  - i. East Dublin/Pleasanton BART Terminal Area Study, August 22, 1994.
  - j. Informational Report Regarding the San Francisco Water Department Lands in Pleasanton "Preferred Plan", March 21, 1994.
  - k. South Pleasanton General Plan Study, April 27, 1994.
  - l. Vineyard Avenue Corridor General Plan Study, May 3, 1994.
  - m. Quarry Lands General Plan Study, May 4, 1994.
- <sup>7</sup> Preliminary List of Sub-Committee Issues to be Addressed During the General Plan Update Process, May 17, 1994.
- <sup>8</sup> General Plan Sub-Committee Desirability Statements, July 8, 1994.

- <sup>9</sup> Final General Plan Steering Committee Recommendations for Updating the General Plan, July 5, 1995 (including sub-committee recommendations).
- <sup>10</sup> Final General Plan Steering Committee Recommendations for Updating the General Plan, July 21, 1995 (excluding sub-committee recommendations).
- <sup>11</sup> 1996 Pleasanton General Plan Update Final Environmental Impact Report, May 3, 1996.
- <sup>12</sup> Fiscal Impact Analysis Report for the 1996 Pleasanton General Plan Update, January 31, 1996.
- <sup>13</sup> Public Comments and Staff Information and Alternatives Relating to the Final General Plan Steering Committee Recommendations Report, February 1996.
- <sup>14</sup> Alameda County Local Agency Formation Commission, Sphere-of-Influence for the Amador Valley.
- <sup>15</sup> Pleasanton Bicentennial Heritage Committee, A Pictorial History of Pleasanton, 1976.

**TABLE I-1**  
**PLEASANTON AND BAY AREA DEMOGRAPHICS**

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	<u>Pleasanton</u>	<u>Alameda County</u>	<u>Bay Area (1)</u>
Land Area	22.4 sq. mi. (2)	1,062 sq. mi.	7,178 sq. mi.
1995 Population	57,347	1,355,900	6,504,600
2000 Population	66,000 (3)	1,413,300	6,875,400
2005 Population	70,500 (3)	1,486,100	7,249,500
2010 Population	75,205 (3)	1,547,000	7,533,200
1995 Employment	31,863 (3)	593,740	3,037,950
2000 Employment	40,000	655,090	3,358,990
2005 Employment	47,100	733,360	3,715,020
2010 Employment	55,760	796,240	3,971,380
1995 Avg. Income (4)	69,300	46,600	54,500
2000 Avg. Income (4)	73,900	51,400	60,200
2005 Avg. Income (4)	78,700	55,600	65,500
2010 Avg. Income (4)	86,300	61,400	71,300

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(1) *Nine counties: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma.*

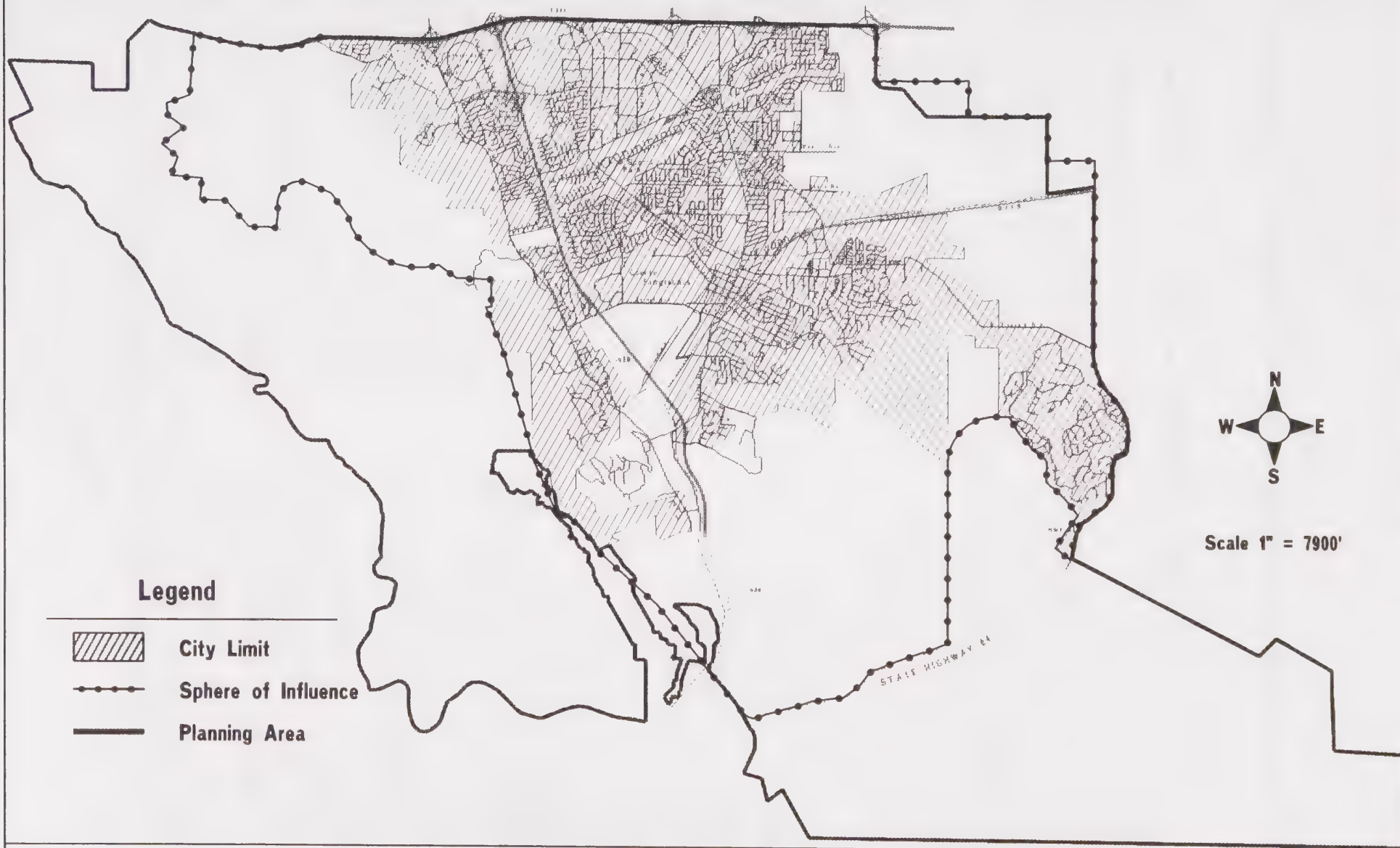
(2) *Incorporated City Limits.*

(3) *City of Pleasanton Department of Planning and Community Development.*

(4) *Mean household income in 1990 constant dollars.*

Source: *Association of Bay Area Governments, Projections-94, December 1993.*





# THE PLEASANTON PLAN

**Figure I-1**  
**City of Pleasanton**  
**Planning Area**





# THE PLEASANTON PLAN

Figure I-2  
**Existing Features**





THE PLEASANTON GENERAL PLAN

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II. LAND USE ELEMENT







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*The General Plan Map depicts the land uses referenced in the Land Use Element.*



## II. LAND USE ELEMENT

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### PURPOSE

The purpose of the Land Use Element is to provide policies and a land use map indicating the planned location, amount, and intensity of residential, commercial, and industrial lands, as well as to provide guidance for public and open space lands. The **policies** need to be considered together with the **General Plan Map** to understand the City's intentions for future development and conservation. The General Plan Map implements the policies contained throughout the Pleasanton Plan in graphic form. It is intended to serve as an illustration of the City's plan for a desirable pattern of land use throughout the Planning Area.

### EXISTING AND FUTURE CONDITIONS

Pleasanton is well on its way to achieving its goal of a well-planned and **complete community** at General Plan buildout. The following summarizes the existing community conditions and future plans for the various land uses within the Planning Area.

#### **Residential Neighborhoods**

---

The reason many newcomers cite for locating in Pleasanton is its attractive and well-planned neighborhoods. Pleasanton currently contains many **residential neighborhoods** (Table II-1 and Figure II-1) which offer a variety of environments and lifestyles. The oldest is in the Downtown which features buildings dating back to the 1860's.

A major aspect of Pleasanton's neighborhood environment is the **separation** between

residential and non-residential uses. In general, major business parks, regional shopping, quarry operations, and freeways are located at the periphery of the City, while housing tends to be more centrally located. This land use pattern minimizes incompatibility among land uses and results in the safe and attractive environment which makes Pleasanton's neighborhoods so livable.

The City's **street network** features relatively few major arterials, thus minimizing the number of residents exposed to heavy traffic and noise. Most homes front on minor collector streets and cul-de-sacs which meander through the community and create quiet, safe environments. The street pattern carves out distinct neighborhoods, each having a **diversity of uses**: housing, a local park, an elementary school, and access to retail and community services. Most neighborhoods have a variety of architectural styles, substantial landscaping, street trees, sidewalks, and bicycle paths.

As of January 1995, Pleasanton provided **21,180 housing units** for approximately 57,347 residents. The housing mix included about 13,590 detached single-family units (64 percent), 2,350 attached single-family units (11 percent), and 5,240 multi-family units (25 percent). The average household size of single-family homes was 3.09 compared to 2.05 for multi-family. The overall residential vacancy rate was very low at 5.11 percent.

In the future, Pleasanton is projected to grow to hold approximately 29,000 homes. This

figure assumes buildout of all residential lands shown on the General Plan Map at average densities (Table II-4). The City's **Growth Management Program** (see Housing Element) currently limits annual housing growth to 750 units, or about 1,930 persons. At this rate, Pleasanton would reach a population of about 67,000 by the year 2000 and achieve a **buildout** population of 74,500 in the Planning Area around the year 2004 or later. These projections depend on many factors including the national and local economies, Tri-Valley job growth, household size, average vacancy rate, commute patterns, water supply, wastewater treatment capacity, traffic capacity, air quality, etc.

### **Industrial, Commercial, and Office Development**

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Prior to 1980, Pleasanton was predominantly a residential community with limited employment opportunities. Since 1980, the City has seen the development of a regional shopping mall, seven major **business parks**, five major hotels, and a variety of retail, office, and service centers (Table II-2 and Figure II-2). Pleasanton's economy supports both basic industries, such as sand and gravel harvesting, which export their products out of the community, and non-basic industries, such as local shops and services, which mainly serve people within the community. All industries are subject to strict standards relating to traffic, air quality, noise, water, sewer, and hazardous waste, and are monitored by the City.

As of 1995, Pleasanton contained about **3,000 businesses** (excluding home occupations) which together employed about 31,863 full and part time workers. Approximately 21 percent of these workers lived in Pleasanton, another 29 percent lived

elsewhere in the Tri-Valley, and the remaining 50 percent commuted from the greater outlying area.<sup>1</sup> The location of people's place of work compared with their place of residence plays a crucial role in traffic patterns, commuting time, energy consumption, noise, and air pollution.

In the future, Pleasanton is projected to grow to support an **employment base** of about 68,254 workers, assuming buildout of all employment-generating lands shown on the General Plan Map at average densities (Tables II-3 and II-4). These workers will represent a wide range of professional, managerial, clerical, service, and other jobs in a variety of industries.

Employment is expected to grow at an average rate of about 1,520 jobs per year over the next ten years. At this rate of **employment growth**, Pleasanton will reach an employment base of 47,100 by the year 2005. Buildout of all employment uses should occur around the year 2018.

### **Community Facilities**

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One of Pleasanton's distinguishing characteristics is the provision of **community facilities**. Almost every neighborhood features a school and a park within walking distance of its residents. In addition, Pleasanton offers several large facilities which serve the entire community such as the County Fairgrounds, Pleasanton Sports Park, Century House, Senior Center, and the Civic Center. Many neighborhood and community-wide facilities serve multiple functions in meeting recreational, social, and cultural needs. Meeting rooms are available at City Hall, the Senior Center, and hotels; recreational activities take place in school playgrounds and gymnasiums; educational and social programs



are offered at churches and City buildings. The Pleasanton Department of Parks and Community Services sponsors recreational, educational, human service, and cultural programs in these facilities which are enjoyed by thousands of residents, year round.

Pleasanton's public facilities are continuously being **expanded** to accommodate its growing population and employment base. For example, the City recently constructed a new library, corporation yard, senior center, two gymnasiums, and parks. A list of existing community facilities is contained in Tables II-5 and II-6 and illustrated in Figures II-3 and II-4.

In the future, the City will need not only to expand upon some of its existing facilities, but also to add a greater **variety** of facilities to serve its population. Facilities which may be required in the future include a new City Hall, additional community parks, community centers, municipal golf course, convention center, cultural arts facility, and municipal arts center.

### **Open Space Areas**

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Pleasanton is blessed with an abundance of open space. The developed areas of the valley floor are surrounded by generally undeveloped land on **Pleasanton Ridge** and the **Southeast Hills**, in the **sand and gravel quarry areas**, and in the **vineyards** in the South Livermore Valley area. In addition, the City is interspersed with numerous neighborhood, community, and regional parks as shown in Table II-7 and Figure II-5.

Pleasanton acquires and improves many of its **parks** through its Park Dedication Ordinance. This Ordinance enables the City to collect land or "in-lieu fees" as a condition of approving

development projects. Many of the City's neighborhood parks were acquired and developed using this technique. In addition to these, the Pleasanton Sports Park was acquired through an agreement with the U.S. Department of the Interior. Shadow Cliffs Recreational Area was acquired and is operated by the East Bay Regional Parks District through property taxes used to purchase reclaimed sand and gravel pits. The Augustin Bernal Park in the Pleasanton Ridgeland was acquired by the City through a donation by Walter C. Johnson. Veterans Plaza was acquired through outright purchase by the City.

In the future, the City will need **additional park sites and open space** in the areas of Pleasanton Ridge, Southeast Hills, El Charro Road, Busch Road, San Francisco Water Department Bernal Avenue site, Vineyard Avenue Corridor area, and other areas shown on the General Plan Map. The acquisition and improvement of future community parks will require means other than simply the Park Dedication Ordinance, such as possible outright public acquisition, developer contributions, governmental agreements, regional park funds, private donations, and other means. In addition, the City will continue to require the provision of private open space within residential developments to serve the needs of neighborhood residents.

### **GENERAL PLAN LAND USES**

The General Plan establishes fourteen **land use categories** with which development must be consistent. The **General Plan Map** illustrates the general location where these uses are allowed within the Planning Area. All proposed projects must conform to the land use designation(s) shown on the General



Plan Map. Those which do not must receive a **General Plan Amendment** to an appropriate designation by the City Council in order to develop a different use. Amendments to each General Plan Element are allowed up to four times per year, as per State law. The only exception to this rule is land within the Pleasanton Ridgeland area, which is subject to a vote of the Pleasanton citizenry for any General Plan Map amendment.

The City's **Zoning Ordinance** further defines land use types and densities, building height, parking, and other requirements of development. Zoning designations must be consistent with the General Plan Map. Zoning designations include a specific list of uses allowed within a particular zone. These frequently include uses compatible with the main use but different in type, such as churches within industrial zones. The General Plan intent is to incorporate the variety of compatible uses which are generally allowed by the zoning districts within each General Plan designation. Accordingly, "permitted and conditional" land uses allowed within the various City zoning designations are considered to be consistent with the corresponding General Plan land use categories.

Below is a general description of the **land uses** allowed under the Pleasanton General Plan. The allowable density of any zoning designation for any individual parcel must fall within the density range for the underlying General Plan designation as shown on Table II-4. Any use allowed within the zoning district must also conform to the General Plan.

When zoning individual properties, the City shall attempt to balance development at the upper end of the General Plan density range with the lower end so that the average

densities shown in Table II-4 can be applied city-wide. The City shall maintain a **maximum buildout** of 29,000 housing units within the Planning Area. The average densities shown in Table II-4 were used to calculate the **holding capacity** of the General Plan and resulting levels of traffic, noise, and air quality.

**Residential properties** which have unusual topography, other characteristics which do not lend themselves to development under standard zoning, or unique features which a developer wishes to incorporate within the site should be zoned **Planned Unit Development (PUD)**. The maximum number of units allowed on parcels zoned PUD shall not exceed the maximum for the underlying General Plan Map designation (plus a possible 25 percent density bonus for the provision of significant affordable housing), multiplied by the number of gross developable acres in the parcel. **Gross Developable Acres** shall include all privately owned acreage within a parcel and shall exclude all publicly owned facilities (e.g., City-owned parks, flood control channels, and public school sites) or such sites planned to be purchased by a public agency. Acreage to be devoted to publicly owned facilities dedicated as part of a project (e.g. roadway rights-of-way, parks, and trails) shall be included as "gross developable acres" unless such acreage is rendered undevelopable by other General Plan provisions. The General Plan Map's conceptual depiction of major arroyos as Open Space-Public Health and Safety shall apply the Open Space designation to the entirety of flood control channel rights-of-way as ultimately determined by the City. These arroyos are not to be counted as part of residentially designated "gross developable acres." The terrain of the land shall be considered when land use designations are given, so that terrain which is not feasible for development does not get

redesignated to Low, Medium, or High Density Residential.

Residential projects proposed for land designated as **Rural Density Residential** should be encouraged to cluster home sites on lots of one acre or larger but may include any housing type. Residential projects proposed for land designated as **Low and Medium Density Residential** should propose densities generally consistent with the average densities assumed for buildout of the General Plan, as shown in Table II-4, and may include any housing type. Low and Medium Density projects which propose densities greater than the average shown in Table II-4 should be zoned PUD and contain sufficient public amenities to justify for the higher density. Examples of amenities which might qualify a project for density bonus include the provision of affordable housing; and dedication and/or improvement of parkland, open space, and/or trails beyond the standard requirements. Low and Medium Density projects zoned PUD may exceed the maximum density shown in Table II-4 on portions of the site, as long as the overall density for the entire site does not exceed the overall maximum permitted. Housing with increased densities on portions of the parcel shall be sited to minimize potential adverse impacts on adjacent, developed properties. The maximum density of properties designated as **High Density Residential** shall be determined by the underlying zoning designation.

**Industrial, Commercial and Office** projects should generally conform to the average densities assumed in Table II-4. However, projects proposing intensities greater than the average assumed in Table II-4 may be allowed up to the maximum indicated, provided that sufficient amenities and mitigations are incorporated into the project to justify the increased density.

All projects receiving PUD approval prior to the adoption of this comprehensive General Plan update on August 6, 1996, shall be deemed in conformance with the provisions of this Plan.

## **Residential Areas**

(See Table II-4)

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- **Rural Density Residential** - No more than .2 dwelling units per gross developable acre. Clustering of development shall be encouraged with lots of one acre and larger.
- **Low Density Residential** - Less than two dwelling units per gross developable acre.
- **Medium Density Residential** - Between two and eight dwelling units per gross developable acre.
- **High Density Residential** - Greater than eight dwelling units per gross developable acre.

Any housing type (detached and attached single-family homes, duplexes, townhouses, condominiums, and apartments) in addition to religious facilities, schools, day care facilities, and other community facilities, may be allowed in any of the residential designations provided that all requirements of the Zoning Ordinance are met.

## **Industrial, Commercial, and Offices**

(See Table II-4)

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- **Commercial and Offices (Retail, Highway, and Service Commercial; Business and Professional Offices)** - Floor Area Ratios (FARs) not to exceed .6, except for hotels or motels which should not exceed .7 and projects within



the Central Business District (CBD) which should not exceed 2.0. Certain uses, such as warehouses, where employee density and traffic generation are minimal, may be allowed with higher FARs provided they are submitted as a Planned Unit Development (PUD) and meet all other City requirements.

- **General and Limited Industrial** - FARs not to exceed .5. Certain uses, such as warehouses, where employee density and traffic generation are minimal, may be allowed with higher FARs provided they are submitted as a Planned Unit Development (PUD) and meet all other City requirements.
- **Sand and Gravel Harvesting** - Land or buildings used for the extraction of mineral resources and related low intensity activities such as ready-mix facilities and asphalt batch plants. No significant development is allowed in these areas.
- **Business Park (Industrial, Commercial and Offices)** - FARs not to exceed .6.

### **Community Facilities**

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- **Public and Institutional** - Any public or institutional use, including religious facilities, cemeteries, corporation yards, sewage treatment facilities, utility substations, hospitals, post offices, community centers, senior centers, libraries, and City Hall. FARs not to exceed .6. Certain uses, such as warehouses, where employee density and traffic generation are minimal, may be allowed with higher FARs provided they are submitted as a Planned Unit Development (PUD) and meet all other City requirements.

- **Schools** - Any public or private educational facility.

### **Open Space**

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- **Parks and Recreation** - Neighborhood, community, and regional parks. No significant development is allowed in these areas.
- **Agriculture and Grazing** - Land or buildings used for the production of agriculture or the grazing of animals. No significant development is allowed in these areas.
- **Public Health and Safety** - Land set aside for the protection of the public health and safety due to geologic, topographic, fire, or other hazards. No development is allowed in these areas other than one single-family home on existing lots of record as of September 16, 1986 which meet City requirements for access, public safety, building site and architectural design, etc.
- **Wildlands Overlay** - Lands identified as wildlife corridors and valuable plant and wildlife habitats such as arroyos, the San Antonio Reservoir area, highly vegetated areas, and other natural areas necessary to maintain significant populations of plant and animal species. This is an "overlay" designation which is additive to the underlying General Plan Map designation. No private development is allowed in these areas other than one single-family home on existing lots of record as of September 16, 1986 which meet City requirements for access, public safety, building site and architectural design, etc.

## Specific Plan

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All properties lying within the boundaries of a **Specific Plan Area** are subject to the land uses, densities, public improvements, and other requirements specified in the Specific Plan prepared for that area. The land uses, densities, and street alignments shown on the General Plan Map within these areas are conceptual only and may change subject to the outcome of the Specific Plan (Figure II-6). Medium and High Density Residential areas designated on the General Plan Map with a striping pattern are intended for the development of both densities, to be determined by the Specific Plan.

## URBAN GROWTH BOUNDARY

The **General Plan Map** designates an Urban Growth Boundary (UGB) line around the edge of land planned for urban development at **General Plan buildout**. The line distinguishes areas generally suitable for urban development and the provision of urban public facilities and services from areas generally suitable for the long-term protection of natural resources, large lot agriculture and grazing, parks and recreation, public health and safety, subregionally significant wildlands, buffers between communities, and scenic ridgeline views. The UGB is intended to be **permanent** and to define the line beyond which urban development will not occur.

**Lower densities** should be encouraged along the inside edge of the UGB to provide a transition/buffer for preventing potential conflicts with uses immediately beyond the boundary such as agriculture and wildlands.

Since the UGB is considered to be permanent, future **adjustments** are discouraged. However, minor adjustments may be granted, which meet all of the following criteria: (1) are otherwise consistent with the goals and

policies of the General Plan; (2) would not have a significant adverse impact on agriculture, wildland areas, or scenic ridgeline views; (3) are contiguous with existing urban development or with property for which all discretionary approvals for urban development have been granted; (4) would not induce further adjustments to the boundary; and (5) demonstrate that the full range of urban public facilities and services will be adequately provided in an efficient and timely manner.

UGB locations adjacent to areas designated for **Sand and Gravel Harvesting** in East Pleasanton should be re-evaluated at such time as comprehensive land use designation changes are considered for the reclaimed quarry lands. The existing **Little Valley Road** neighborhood in South Pleasanton is designated as Rural Density Residential, and located beyond the UGB. However, since this neighborhood is an existing partially developed area, five-acre minimum parcel sizes may be permitted without the provision of standard urban water and sewer service, subject to public health and safety considerations.

## AREAS OF SPECIAL INTEREST

### Pleasanton Ridgelines

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The Pleasanton Ridgelines area includes approximately **13,000 acres** generally bounded by I-580, Palomares Road, Niles Canyon Road, and the 670-foot elevation near Foothill Road; excluding the existing communities of Sunol, Kilcare Canyon, and Castlewood. Part of the Ridgelines area is within the City of Hayward, part within Pleasanton, and the remainder in unincorporated area of Alameda County.

The Ridgelines area consists of **ridges and valleys** which separate the Tri-Valley area from Castro Valley and the communities of the East Bay Plain. It provides the primary



western visual backdrop for Pleasanton and joins the more westerly ridges in establishing the topographic edge to Hayward and Castro Valley. This predominantly undeveloped land further provides an open space amenity of regional significance. It is characterized by steeply sloping, heavily forested eastern and northern faces of the Pleasanton, Sunol, and Main Ridges and broad grassland grazing areas along ridge tops and southern and western slopes. This scenic area also contains substantial regional parkland, agricultural land, and valuable wildlife habitat.

In November of 1993, **Measure F** was approved by the Pleasanton voters which directly relates to the Ridgeland. The intent of the Measure is to preserve the remaining agricultural open space and designate the Ridgeland as Park and Recreation (for publicly-owned land) and Agriculture (for privately-owned land). In those areas designated Agriculture, certain uses which would be incompatible with the existing visual quality are not allowed. The base density for agricultural areas is 100 acres per building site; and new homes may be located only on a legal building site, must not interfere with agricultural use in the area, and must not interfere with documented public agency plans to connect or create trails and open space areas.

Measure F may not be amended as to land use designations nor repealed except by a **vote** of the citizens of Pleasanton.

### **South Pleasanton**

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South Pleasanton is characterized by **rolling to steeply sloping hills** used predominantly as grazing and watershed land, with low density residential uses in the flat Happy Valley Area. The General Electric Vallecitos Nuclear

Research Center dominates the largely undeveloped Vallecitos Valley area north of State Route 84, while the San Antonio Reservoir watershed area, owned by the City and County of San Francisco, covers much of the area south of State Route 84.

The General Plan designates much of South Pleasanton as **Public Health and Safety, and Wildlands Overlay**, with no development capacity other than a single-family home on existing private lots of record. These designations cover the steeper slopes, higher elevations, areas subject to landslides and other hazards, watershed land, and valuable wildlife habitat and corridor areas. The Happy Valley area that is designated as Low Density Residential shall have a **two-acre maximum density**. In determining parcel size, consideration should be given to surrounding parcels. Other close-in hilly areas are designated as Rural Density Residential to encourage the clustering of large lot, custom homes suitable to this terrain. The flat area located south of Happy Valley Road is designated as Parks and Recreation for a future **municipal golf course**. The General Electric site is designated as General and Limited Industrial, and some Rural Density Residential is planned to the west of that facility along Little Valley Road in an area of existing ranchettes.

Consideration should be given to preserving large **open space** acreage in South Pleasanton by a combination of private open space and a public park system. Trail rights-of-way and land should be acquired by way of developer dedications, as well as by bond measures, corporate and personal donations, regional State and Federal funding programs, etc. Attempts to achieve public access to open space areas and trails should not create onerous impositions on property owners. In

addition to open space and trails, an equestrian center is also encouraged in South Pleasanton.

In the Happy Valley area, additional vehicular use of the "**Happy Valley Loop**" (Sycamore Road, Alisal Street, and Happy Valley Road) is permitted to accommodate the planned municipal golf course and the limited planned residential development. Infrastructure extensions to new development in this area should be designed to accommodate connections to existing homes having substandard facilities.

### **Vineyard Avenue Corridor**

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The 368-acre Vineyard Avenue Corridor is located in the southeastern portion of Pleasanton, south of the Arroyo Del Valle and west of Ruby Hill. Terrain is mostly flat north of Vineyard Avenue and generally transitions to steep slopes on the south side. Vegetation consists mostly of oak woodlands and grasslands in this sparsely developed area.

Due to the complexity of planning issues raised by the Vineyard Corridor, a **Specific Plan** should be prepared to coordinate land uses, densities, aesthetics, circulation, and infrastructure requirements. Future land use designations should consist of Agriculture and Grazing; Rural, Low, and Medium Density Residential; Parks and Recreation; and Commercial. Other possible uses should also be considered which relate to the outlying wine country, including "country" restaurants, bed-and-breakfast inns, wineries, wine-tasting rooms, tourist information, art galleries, museums, bicycle rentals, etc. The Specific Plan should include a target of 150 housing units. An attractive gateway to the Livermore Valley wine country should be accomplished by developing Vineyard Avenue into a scenic road entry, preserving substantial open space,

planting vineyards, and implementing a wine country architectural and landscape design theme throughout the Corridor.

### **Downtown**

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Downtown is the **heart of Pleasanton** and is located at the center of the Planning Area. It features the City's oldest buildings, its most established residential neighborhoods, tree-lined streets, and an identifiable image as a classic early 1900's "American Downtown."

The Downtown has served many functions over the past 120 years including a railroad stop, agricultural exchange center, and community shopping area. It contains many of the historic features of the community which should be preserved because of their architectural design, historic value, and contribution to the community character. The challenge presented by the Downtown is to find ways to integrate the changes needed to serve the City's growing population and employment base and still preserve the essence of its **small town character**.

In recent years, a **Specific Plan** and Downtown Revitalization Plan were adopted by the City for the commercial area. A variety of infrastructure, landscape, and building improvements were subsequently completed through a joint public/private effort. Similar planning and improvements for the outlying heritage residential neighborhoods are also needed to preserve and enhance this unique area. This effort should analyze specific parcel characteristics and provide locally sensitive recommendations for preservation and design. Mechanisms to finance and implement the plan's recommendations should also be established.



## Busch Property

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The 91-acre Busch property is located between Mohr Avenue and Busch Road, next to the Pleasanton Operations Service Center. The site is flat and contains two heritage homes and minimal tree cover. Development of this site should be in conformance with the land uses designated on the General Plan Map and include a "traditional planning" design concept; very generous front yard setbacks along Mohr Avenue; preservation of the two existing heritage homes with no new buildings constructed in front of them; and at least nine acres of parkland (including up to three acres of landscape improvements to the adjacent Iron Horse Trail corridor). A maximum of four housing units per acre should be permitted for the Medium Density Residential area, with a potential increase of an additional one unit per acre for a superb "traditional design" concept.

## Sand and Gravel Harvesting

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The eastern portion of the Planning Area contains the **largest deposits** of sand and gravel in the entire Bay Area. This land is of special importance because of the value of its mineral deposits to the region's economy, the effects of extracting and transporting sand and gravel on the local environment, and the manner in which excavated land is reclaimed for future use.

Alameda County, within whose jurisdiction the gravel areas are mostly located, has adopted a **Reclamation Plan**<sup>2</sup> which indicates the extent of harvesting operations and identifies potential future uses suitable for land once its deposits have been extracted. The Reclamation Plan calls for an open space and recreation resource known as the **Chain of Lakes**, a series of open gravel pits filled with

ground water after sand and gravel deposits have been extracted. Shadow Cliffs Recreational Area is an example of how these pits can be reused, although not all of these areas are suitable for such high-intensity recreational use.

The quarry lands create a **valuable urban separator** between Pleasanton and Livermore. This land should be carefully studied during a future comprehensive General Plan update, and its qualities as an urban separator should be substantially protected. Agriculture, recreation, open space, and water management should become its primary uses as opposed to residential. The lake areas should be restored to a safe and natural condition, and **wildlife areas** should be regenerated to the fullest extent feasible. Future re-use established by the study should not take effect until after the area is mined and reclaimed. The details of future plans should be closely coordinated with the affected property owners, City of Livermore, Alameda County, and Zone 7.

Approximately 178 acres of **reclaimed land** on the Kiewit and Kaiser Sand and Gravel properties along Busch Road have been mined and fully restored. The General Plan Map now designates this land as 140 acres of General and Limited Industrial, and 38 acres of Parks and Recreation. If the park site is ultimately not needed for park purposes, then it should be redesignated as General and Limited Industrial.

## HOLDING CAPACITY

**Holding Capacity** is the ultimate size of the community that can be accommodated if all land uses shown on the General Plan Map were to be built. Capacity is expressed in terms of housing units, population,

commercial/office/industrial building floor area, and jobs at **buildout**.

If all **residential land** shown on the General Plan Map were built out, Pleasanton would contain approximately 29,000 housing units which would support a residential population of about 74,500. This holding capacity estimate assumes that residential land uses are built to average densities (Table II-4), vacancy rates will average three percent, and household size will level off at 2.65 persons per household at buildout.

If all the commercial, office, industrial, and other **employment generating land** were built out, Pleasanton would contain approximately 28,176,500 million square feet of building floor area, enough to support about 68,254 jobs. This holding capacity estimate assumes that employment generating uses are built at average densities (Table II-4), vacancy rates average seven percent, and employment densities will approximate current levels (Table II-3).

Table II-8 summarizes the number of acres of each land use designated within the Pleasanton Planning Area.

### **Population and Employment Projections**

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**Residential Growth** in Pleasanton is controlled by the City's Growth Management Program<sup>3</sup> which will permit up to 750 housing units per year, based upon an assessment of infrastructure capacity and other factors. Assuming these rates of growth, projections of population growth can be made to buildout of the General Plan. As shown in Figure IV-1 of the Housing Element, Pleasanton can be expected to reach a population of 67,000 by the year 2000 and reach its holding capacity of 74,500 persons within the existing Planning Area around the year 2004 or later.

**Employment growth** in Pleasanton is not directly subject to growth management although the effects of employment growth, such as traffic, noise, and air quality, are monitored by the City and subject to adopted standards. Gruen Gruen + Associates<sup>4</sup> has projected employment growth using a mathematical model which takes into account the demand for building space over time, the amount of existing vacant building space, and developers' propensity to invest in industrial, commercial, and office buildings. Figure IV-2 of the Housing Element illustrates these projections for Pleasanton's share of future employment growth and compares them with projections prepared by ABAG.<sup>5</sup>

Employment in Pleasanton as of 1995 was estimated to be 31,863. By the year 2000, Pleasanton can be expected to support a total of 40,000 jobs, and by the year 2010, 55,800 jobs. If this rate of employment growth were to continue, buildout of all employment generating uses would occur around the year 2018 and total 68,254 jobs.

### **Commercial, Business Park, and Industrial Land Use Redesignations and Development**

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Land which is designated for Commercial, Business Park, or Industrial use on the General Plan Map, and which is either developed, has a recorded final subdivision map, and/or has a development agreement with the City is considered to provide **adequate total acreage** for such uses. This land should generally retain its current designation, and not be redesignated for residential use, with the possible exception of the area surrounding the East Dublin/Pleasanton BART Station. Further commercial, business park, and industrial development beyond that described above should take place in infill areas and should be



subject to consideration of the following: (1) effect upon community character; (2) potential infrastructure constraints, such as water supply, sewage capacity, street capacity, police and fire service, etc.; (3) potential environmental constraints, such as air quality, noise, etc.; (4) potential fiscal impacts; and (5) potential subregional constraints.

## **Annexation**

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The annexation of remaining parcels of unincorporated County land to the City is crucial to completing an efficient system of municipal services at General Plan buildout. The following **criteria** should be followed for evaluating future annexation proposals:

1. The **capability of public agencies** which provide services such as water, sewer, police, fire, transportation, solid waste disposal, parks, and schools should be adequate or expandable to support the proposed development.
2. The proposed annexation should be a **logical extension** of an existing planned or developed area.
3. The land should not be under an **agricultural preserve** or open space contract.
4. The quality of the development proposed for the area to be annexed should enhance the **existing community**.

## **THE RELATIONSHIP OF JOBS AND HOUSING**

The relationship between jobs and housing is a complex and often misunderstood topic which affects all communities especially those,

like Pleasanton, within large metropolitan areas. Workers choose jobs and residential locations based on a variety of personal, financial, and locational factors, not simply on the basis of commute time or distance. Therefore, a certain percentage of workers will choose to live and work within the same community, such as Pleasanton, a certain percentage within the same commute area, such as the Tri-Valley, and a certain percentage will choose to live great distances away from their places of employment. The essence of the jobs/housing issue is to recognize these different types of **commute behavior** and provide adequate housing opportunities within the commute area desired by each group of workers.

Planning to accommodate this diversity of commute patterns involves identifying and providing for employment generated **housing needs** on three geographic levels — the community, the commute area, and the region (such as the Bay Area). State law<sup>6,7</sup> recognizes each city's and county's responsibility to accommodate employment-generated housing needs. From a practical perspective, fulfillment of this responsibility is a regional concern which must allow for the locational differences and varying needs among communities within larger commute areas. Pleasanton's location at the intersection of two freeways has played an important role in establishing the City as a major **employment center** within the Tri-Valley area. Other communities, like Danville or Alamo, enjoy a setting more conducive to development as primarily residential communities.

Planning for a balance of jobs and housing within the Tri-Valley commute area, and not necessarily within each jurisdiction, allows each community to best use its own resources

and develop its own identity, while ensuring an adequate supply of housing within a reasonable commuting distance of Tri-Valley jobs. Pleasanton has adopted this area-wide approach to the jobs/housing issue and has taken significant steps to contribute its share of **Tri-Valley housing** while retaining its role as an employment center.

The General Plan provides for the **varied housing needs** of people who live and work in the community by designating a wide range of residential densities and adopting policies aimed at all economic segments of the community. The designation of high density residential land within and adjacent to business parks is a notable example of the City's efforts.

Pleasanton also provides jobs in large **business parks** for people wishing to live within other communities. The designation of land for business park use in locations convenient to freeways, arterials, and transit corridors in North Pleasanton is a good example.

The City also provides a wide range of **housing opportunities** for people who choose to commute out of Pleasanton to work. The wide range of housing types and prices provided by the City's distribution of Rural, Low, Medium, and High Density housing is a notable example.

The City's policies to maintain its proportion of high density housing and percentage of rental units, and to encourage affordable housing through its **Growth Management Program** are examples of the City's efforts to help meet the affordable housing needs of workers in Pleasanton, the Tri-Valley area, and farther away locations. Pleasanton's strategy to provide housing and employment opportunities to meet the full range of commute behavior is the key to ensuring a functional distribution of jobs and housing in the Tri-Valley area.

Pleasanton has also followed the recommendations of **regional agencies** and taken steps to improve the relationship between jobs and housing in its General Plan. The goals, policies, and programs contained throughout the General Plan address the City's role in cooperating with other jurisdictions to provide for a functional distribution of jobs and housing within the Tri-Valley while allowing the City to develop into the type of community desired by its citizens.

### Land Use Goals, Policies, and Programs

The following goals, policies, and programs in addition to those contained in other Elements, constitute an action program to implement the objectives described in this Element.

## II. LAND USE GOALS, POLICIES, AND PROGRAMS

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### Overall Community Development

Goal 1: To achieve and maintain a complete **well-rounded community** of desirable neighborhoods, a strong employment base, and a variety of community facilities.

### Residential

Policy 1: Preserve the character of **existing residential neighborhoods**.

Program 1.1: Enforce the provisions of the City's **Zoning Ordinance** to maintain the character of existing residential neighborhoods.

Program 1.2: Use the City's **development review** procedures to minimize intrusions, such as traffic and noise, into existing neighborhoods.

Program 1.3: Develop an ordinance which establishes the parameters for a grant of **density bonus** for projects which provide substantial public amenities.

Policy 2: Develop **new housing** in infill and peripheral areas which are adjacent to existing residential development.

Program 2.1: Zone vacant **infill sites** at densities to encourage development while respecting the character of surrounding uses.

### Industrial, Commercial and Office

Policy 3: Preserve the character of the **Downtown** while improving its retail and residential viability and preserving the traditions of its small-town character.

Program 3.1: Adopt a **specific plan** for the residential portions of the Downtown, including provisions for housing density, preservation of small-town residential character, architectural design compatibility, streetscape design, private open space, parking, and other important planning considerations. The City Council should appoint an ad hoc advisory committee to oversee preparation of the plan.

Program 3.2: Encourage the development of a Downtown activity center such as a "**town square park**" or other public open space area to serve as a location for outdoor community events.



Program 3.3: Consider the development of a new **City Hall** in the commercial area of the Downtown.

Program 3.4: Encourage **second-floor apartments** above first-floor commercial uses in the Downtown.

Program 3.5: Consider bringing the **historic train** concept to the Downtown at no cost to the City. Also, study other feasible uses of the Southern Pacific Railroad right-of-way, except for vehicular circulation (parking may be considered).

Policy 4: Ensure that neighborhood, community, and regional **commercial centers** provide goods and services needed by residents and businesses of Pleasanton and its market area.

Program 4.1: Zone sufficient land for neighborhood, community, and regional **commercial uses** to support Pleasanton's increasing business activity.

Policy 5: Provide adequate **neighborhood commercial** acreage to serve the future needs of each neighborhood at buildout.

Program 5.1: Locate appropriately scaled **commercial centers** with reasonable access to the residential neighborhoods they serve.

Program 5.2: The City should not seek **retail uses** which present a high risk of failure and could result in long-term vacancies in commercial centers.

Policy 6: Encourage **industrial, commercial, and office development** which is compatible with environmental constraints in Pleasanton.

Program 6.1: **Monitor the effects** of commercial and industrial development on an ongoing basis to measure compliance with City standards and conditions of development approval.

Program 6.2: Encourage business parks and large employers to provide on-site **child care facilities**.

Program 6.3: Promote the location of **business services** in Pleasanton to support industrial, commercial, and office complexes.

Program 6.4: Generally discourage the **redesignation** of commercial, business park, and industrial land to residential use, except for the area surrounding the East Dublin/Pleasanton BART Station.

Program 6.5: Require non-residential projects to provide a **landscape buffer** between new non-residential development and areas designated for residential use.



## Bay Area Rapid Transit

Policy 7: Establish a well-planned mixture of **land uses** around the East Dublin/ Pleasanton BART Station.

Program 7.1: Form a citizens advisory committee and invite the City of Dublin to participate in a study of land use alternatives, including some with housing, for the area around the **East Dublin/Pleasanton BART Station**.

Program 7.2: Provide flexibility for the **Hacienda Business Park** to transfer its remaining 12 acres of High Density Residential development potential to the area adjacent to the East Dublin/ Pleasanton BART Station.

## Community Facilities

Policy 8: Provide a diversity of **community facilities** to maintain and improve service levels for existing and future residents.

Program 8.1: Review and condition future developments to pay their fair share of future **community facilities and sites**.

Program 8.2: Cooperate with the **School District** to enhance the quality of education, anticipate and construct school facilities as they become needed, and maximize joint use of school buildings and City parks and playgrounds.

Program 8.3: Conduct a needs assessment, investigate **suitable sites** and develop financing to construct a new City Hall, additional community parks, community centers, municipal golf course, convention center, cultural arts center, municipal arts center, and other community facilities to serve the needs of the community at buildout of the General Plan.

Policy 9: Provide each major residential area with high quality **neighborhood facilities** including a park and other amenities, and encourage the location of an elementary school.

Program 9.1: Adopt **specific plans** for developing large landholdings to identify facility needs and establish development guidelines.

## Open Space

Policy 10: Preserve **open space areas** for the protection of public health and safety, the provision of recreational opportunities, use for agriculture and grazing, the production of natural resources, the preservation of wildlands, and the physical separation of Pleasanton from neighboring communities.

Program 10.1: Preserve open space by way of fee purchase, conservation and scenic **easements**, transfer of development rights, Williamson Act contracts, open space zoning categories, etc.

Policy 11: Maintain a permanent **Urban Growth Boundary (UGB)** beyond which urban development shall not be permitted.

Program 11.1: Permit only **non-urban uses** beyond the UGB.

Program 11.2: Extend **urban services** only to areas within the UGB, with the following possible exceptions for selected urban services: (1) areas beyond the UGB where the public health and safety present overriding considerations; (2) as to water service, areas which are within the boundaries of the former Pleasanton County Township Water District and where the service extension is consistent with the 1967 Joint Powers Agreement between the City and the District; (3) on reclaimed land which is currently designated as Sand and Gravel Harvesting in East Pleasanton when the potential future use is non-urban.

Program 11.3: Because the UGB is considered to be **permanent**, future adjustments to the UGB line location are discouraged; provided, however, minor adjustments may be granted that meet all of the following criteria: (1) are otherwise consistent with the goals and policies of the General Plan; (2) would not have a significant adverse impact on agriculture, wildland areas, or scenic ridgeline views; (3) are contiguous with existing urban development or with property for which all discretionary approvals for urban development have been granted; (4) would not induce further adjustments to the boundary; and (5) demonstrate that the full range of urban public facilities and services will be adequately provided in an efficient and timely manner.

Program 11.4: Encourage **lower intensity uses** immediately inside the UGB, as necessary, to prevent potential land use conflicts with outlying non-urban uses.

Program 11.5: The foregoing Policy 11 and Programs 11.1 through 11.4, this Program 11.5, and the Urban Growth Boundary designated on the City of Pleasanton General Plan Map adopted August 6, 1996, and as readopted by the Pleasanton Urban Growth Boundary Initiative, shall be amended only by a **vote of the people**.

Policy 12: Preserve **scenic hillside and ridge views** of the Pleasanton, Main, and Southeast Hills ridges.

Program 12.1: Implement the land use and development standards of the Pleasanton Ridgeland Initiative of 1993 (**Measure F**).

Program 12.2: Study the feasibility of preserving large open space acreage in the **Southeast Hills** by a combination of private open space and a public park system.

## Land Use/Transportation Planning

Policy 13: Integrate **land use and transportation** planning in order to ensure patterns that facilitate safe and convenient mobility of people and goods at a reasonable cost, and to increase travel alternatives to the single-occupant automobiles.

Program 13.1: Reduce the need for **vehicular traffic** by locating employment, residential, and service activities close together, and plan development so it is easily accessible by transit, bicycle, and on foot.

Program 13.2: Encourage the reuse of **vacant and underutilized** parcels and buildings within existing urban areas.

Program 13.3: Encourage **transit-compatible** development near BART stations, along transportation corridors, in business parks and the Downtown, and at other activity centers to create effective destinations for transit.

Program 13.4: Promote **pedestrian-oriented** mixed-use centers, including residential, commercial, and employment activities, easily accessible by foot, bicycle, or transit.

Program 13.5: Permit higher residential and commercial **densities** in the proximity of transportation corridors.

Program 13.6: Assure that new major commercial, office, and institutional centers are adequately served by **transit**.

Program 13.7: Use **design features** in new development and redeveloped areas to encourage transit, bicycle, and pedestrian access, such as connections between activity centers and residential areas, and road design that accommodates transit vehicles.

Program 13.8: Encourage employment and neighborhood **shopping** in or near residential areas.

Program 13.9: Encourage small-scale neighborhood **telecommuting centers** and the infrastructure needed to support them in or near residential areas to enable residents to work close to home.

## Growth Management

Goal 2: To develop in an efficient, logical, and **orderly fashion**.

Policy 14: Regulate the number of housing units approved each year to adequately plan for infrastructure and assure City residents of a **predictable growth rate**.



Program 14.1: Use the City's **Growth Management Program** to limit residential growth to between 0 and 650 housing units per year, and reserve an additional 100 units per year for projects which include 25 percent or more lower-income housing units. The annual allocation should be based on a periodic assessment of housing need, employment growth, the availability of infrastructure, and the City's ability to provide public services.

Program 14.2: Prepare a "**Growth Management**" **report** on which the City Council can base its annual Growth Management allocations.

Program 14.3: **Monitor** the effects of residential development, using the City's Growth Management Report, on an ongoing basis to measure compliance with City standards and conditions of development approval.

Program 14.4: Undertake a **study** to determine if the maximum number of housing units which may be constructed on an annual basis could be reduced taking into account the following: a description of Pleasanton's appropriate share of the regional need for housing; a description of the specific housing programs and activities being undertaken by Pleasanton to fulfill the requirements of Government Code §65302; a description of whether and how the public health, safety, and welfare would be promoted by reducing the number; the environmental and fiscal resources available to Pleasanton, including the impact of State policies on the City's budget and the ability of the City in the future to provide adequate staff and services commensurate with the staff and services available today; the assessment of Pleasanton's housing needs, employment growth, the availability of infrastructure, and the ability to provide public services; the deteriorating traffic conditions on Interstates 680 and 580 and Pleasanton's contributions to these conditions; the impact development has on schools; and the certainty that infrastructure will be in place when it is needed.

Policy 15: Maintain a **maximum housing buildout** of 29,000 housing units within the Planning Area.

Program 15.1: **Monitor** and zone future residential developments so as not to exceed the maximum housing buildout.

Program 15.2: The foregoing Policy 15 and Program 15.1, and this Program 15.2, shall be amended only by a **vote of the people**.

Policy 16: Annex urbanized pockets of **unincorporated land** adjacent to the city limits in areas where landowners are willing to accept City services and development standards.

Program 16.1: Explore methods of **annexing** the remaining unincorporated pockets of urbanized land.



Policy 17: Encourage development in locations which would complete or install planned **public facility systems**.

Program 17.1: Use the **Growth Management Program** to select for early development projects which complete and/or install critical portions of the City's planned public facility systems.

Program 17.2: Invest in public facilities and amenities that support the **infill** of development.

Program 17.3: Assure that **services** to existing developed areas are maintained at an acceptable level when new development occurs.

### Citizen Participation

Goal 3: To encourage the **participation** of residents, businesses, and neighboring jurisdictions in planning for community development.

Policy 18: Encourage the **participation** of Pleasanton residents and businesses in land use planning and decision-making.

Program 18.1: Involve **citizen committees** in the formulation of City plans and programs such as the Specific Plan for the Downtown residential area.

Program 18.2: **Disseminate information** regarding City policies and services to Pleasanton residents and businesses through the use of information brochures, public meetings, and cooperation with the media.

Policy 19: **Review and update** the Pleasanton General Plan as conditions change.

Program 19.1: Conduct a **review of General Plan** Elements, policies and land uses by public officials and citizens, including all economic segments of the community, every five years.

## DEFINITIONS

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**Central Business District** - The Downtown commercial area which is bounded by First Street, Stanley Boulevard, the Arroyo del Valle, Peters Avenue, and Bernal Avenue.

**Community Facilities** - Schools, libraries, senior centers, corporation yards, recreation facilities, parks, City Hall and other civic buildings, utility plants, religious facilities, cemeteries, hospitals, and other similar facilities.

**Community Park** - A park which serves the entire community. It may provide parking areas, restrooms, and facilities for community activities, and may be scheduled for group use. Such parks may have a specific focus such as sports fields, tennis courts, or a swimming pool.

**Downtown** - The older residential and commercial areas bounded by Second Street, Stanley Boulevard, the Arroyo del Valle, Fair Street, Rose Avenue, Pleasanton Avenue, and Bernal Avenue (Figure I-3).

**Existing Land Uses** - Those currently developed.

**Holding Capacity of the General Plan** - The maximum number of housing units and building square footage that could be accommodated if all land uses shown on the General Plan Map were built at average densities.

**Land Use** - A specific utilization of land, water, or air space (e.g., housing, retail commercial, or agriculture).

**Neighborhood Park** - A park which serves primarily the neighborhood and provides play areas for children, open fields for casual play, and may provide casual use picnic areas.

**Open Space** - Any land or water which is used for the preservation of natural resources, promotion of outdoor recreation, production of agriculture, protection of the public health and safety, or preservation of wildlands.

**Planned Land Uses** - Those allowed by the General Plan (see Map) and Zoning Ordinance.

**Regional Park** - A large area of land and/or water which provides amenities to serve a regional area.

**Slope** - The ratio of the rise over the run of a segment of land, where a vertical line would have an infinite slope. For example, a vertical rise of one foot over a horizontal run of one foot (equal to a 45-degree angle), has a slope of 100 percent.

**Specific Plan** - A set of land use, density, transportation, public facility, and open space standards which clarify the application of General Plan policies for a particular area.

**Urban development** - Development that requires public water and sewer service, as opposed to rural development which does not.

**Zoning Ordinance** - Divides a city into districts within which only specific uses (e.g., single-family homes or offices) are allowed under certain conditions (e.g., height limits, parking requirements, etc.).

TABLE II-2

## COMMERCIAL, OFFICE, AND INDUSTRIAL DEVELOPMENT

January 1, 1995

	<u>Sub-Area</u>	<u>Uses</u>	<u>Existing (sq. ft.)</u>	<u>Buildout (sq. ft.)</u>
1	Farmers Insurance	Office	150,000	150,000
2	Stoneridge Mall	Commercial, Retail	1,135,755	1,313,755
3	Stoneridge Mall Road Periphery	Office, Retail, Hotel, Medical	1,240,615	1,491,824
4	Stoneridge Corporate Plaza	Office, Restaurant	390,637	1,185,124
5	Commerce Circle/Johnson Drive	R&D, Warehouse, Light Industrial, Hotel	1,069,651	1,387,889
6	Pleasanton Park	Office, R&D, Light Industrial, Commercial	548,926	667,664
7	Signature Center	Office, R&D, Light Industrial, Commercial	440,671	1,175,591
8	Hacienda Business Park	Office, R&D, Light Industrial, Commercial	4,803,085	8,147,489
9	Rose Pavilion Area	Commercial, Auto Sales	429,714	429,714
10	Rheem Industrial Park	Light Industrial	204,111	204,111
11	Valley Business Park	Light Industrial, Office	788,269	853,969
12	Stanley Business Park	Service Commercial, Light Industrial, Office	287,722	830,802
13	Pleasanton Station	Commercial, Office	53,434	53,434
14	Bernal Corporate Park	Office, R&D, Light Industrial, Commercial, Hotel	694,152	1,318,452
	Other		<u>3,971,141</u>	<u>8,966,700</u>
	Total:		16,207,883	28,176,518

II-24

*Note: See Figure II-2 for the location of major commercial/office/industrial complexes.*



TABLE II-3  
EMPLOYMENT DENSITY STANDARDS

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<u>Workplace Type</u>	<u>Average Square Feet Per Employee</u>
Office	260
Research & Development	360
Light Manufacturing	590
Warehouse/Service Industrial	590
Service Commercial	490
Retail	510
Restaurant	170
Hotel/Motel	1,060

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*Source: Gruen Gruen + Associates, Employment Densities by Type of Workplace, July 1985.*

**TABLE II-4**  
**GENERAL PLAN DENSITIES**

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<b><u>Land Use Designation</u></b>	<b><u>Allowable Density Range</u></b>	<b><u>Average Density Used for Calculating Holding Capacity</u></b>
Rural Density Residential	0-.2 d.u./acre	.2 d.u./acre
Low Density Residential	0-2 d.u./acre	1.0 d.u./acre
Medium Density Residential	2-8 d.u./acre	5.0 d.u./acre
High Density Residential	8+ d.u./acre	15.0 d.u./acre
Commercial/ Office	0-60% F.A.R.	35% F.A.R.
General & Limited Industrial	0-50% F.A.R.	31% F.A.R.
Business Park	0-60% F.A.R.	32% F.A.R.
Sand and Gravel Harvesting	0	0

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**TABLE II-5**  
**COMMUNITY FACILITIES**

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<b><u>Map #</u></b>	<b><u>Name and Address of Facility</u></b>
1	Adult Education/Amador HS - 4665 Bernal Avenue
2	Alameda County Health Department - 3730 Hopyard Road
3	Amador High School Tennis Courts - 1155 Santa Rita Road
4	Amador Recreation Center - 4455 Black Avenue
5	Amador Theater - 1155 Santa Rita Road
6	Century House - 2041 Santa Rita Road
7	City Operations Service Center - 3333 Busch Road
8	Community Clubhouse/Amador Park - 4455 Black Avenue
9	County Fairgrounds - 4501 Pleasanton Avenue
10	Cultural Arts Center - 4477 Black Avenue
11	Department of Motor Vehicles - 6300 W. Las Positas Boulevard
12	Dublin/San Ramon Sewage Plant - 7399 Johnson Drive
13	Fairlands Park Tennis Courts - West Las Positas Boulevard/Gulfstream Street
14	Fieldhouse - 5800 Parkside Drive
15	Fire Station 1 - 4444 Railroad Avenue
16	Fire Station 2 - 6300 Stoneridge Mall Road
17	Fire Station 3 - 3200 Santa Rita Road
18	Harvest Park Middle School Gymnasium - 4900 Valley Avenue
19	Historical Society Museum - 603 Main Street
20	Library - 400 Old Bernal Avenue
21	Livermore-Amador Valley Wastewater Management Agency - 7176 Johnson Drive
22	Memorial Gardens/St. Augustine Cemetery - Sunol Boulevard
23	Muirwood Park Tennis Courts - 4701 Muirwood Drive
24	Pleasanton Aquatic Center/Amador Park - 4455 Black Avenue
25	Pleasanton City Hall - Civic Center - 200 Old Bernal Avenue, 123 Main Street
26	Pleasanton Middle School Gymnasiums - 5001 Case Avenue
27	Pleasanton School Tennis Courts - 4750 First Street
28	Police Department - 4833 Bernal Avenue
29	Post Office - 4300 Black Avenue
30	Pre-School "Gingerbread House" - 4333 Black Avenue
31	School District Office - 4665 Bernal Avenue
32	Pleasanton Senior Center - 5353 Sunol Boulevard
33	Regalia House - 4133 Regalia Court
34	Sewage Treatment Ponds - Near Stoneridge Drive and Johnson Drive
35	Tennis and Community Park - 5801 Valley Avenue
36	Valley Care Medical Center - 5555 West Las Positas Boulevard
37	Zone 7 Administration Building - 5997 Parkside Drive

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*Note: See Figure II-3 for community facility locations.*



**TABLE II-6**  
**SCHOOLS, CAPACITIES AND ENROLLMENTS**

<u>Map #</u>	<u>Name</u>	<u>Type</u>	1994-95 School Year	
			<u>Permanent Building Capacity</u>	<u>Enrollment</u>
<u>Pleasanton Unified School District</u>				
1	Alisal	K-5	654	617
2	Fairlands	K-5	678	662
3	Valley View	K-5	660	685
4	Vintage Hills	K-5	444	495
5	Walnut Grove	K-5	774	922
6	Donlon	K-5	834	933
7	Lydiksen	K-5	573	526
8	Harvest Park Middle	6-8	920	967
9	Pleasanton Middle	6-8	1,142	1,274
10	Amador High	9-12	1,800	1,620
11	Foothill High	9-12	1,400	1,075
12	Village HS (continuation)	9-12		149

Future and Potential School Sites

<u>Map #</u>	<u>School Type</u>	<u>Location</u>	<u>Acreage</u>
13	Elementary School	Stoneridge Drive Area	5.0 <sup>1</sup>
14	Elementary School	San Francisco Water Dept. Lands	5.0 <sup>1</sup>
15	Middle School	Hacienda Business Park	19.0

<sup>1</sup> Does not include five-acre adjacent, shared City neighborhood park.

Note: See Figure II-4 for school facility and site locations.

Source: Pleasanton Unified School District.

TABLE II-7

## NEIGHBORHOOD, COMMUNITY, AND REGIONAL PARKS

City of Pleasanton Parks

<u>Map #</u>	<u>Park Name/Address</u>	<u>Type</u>	<u>Acreage</u>	<u>Functions</u>
1	Augustin Bernal Park	C	237.00	U
2	Amador Valley Park, S. Rita Rd./Black Ave.	C	23.50	B,BP,L,P,PC,PE,RE,S,SW,T
3	Bicentennial Park/2401 Santa Rita Rd.	N	2.69	L,T
4	Centennial Park/5353 Sunol Blvd.	C	5.70	B,BE,L,P,PC,T
5	Civic Park/100 Main St.	C	.70	BE,L,P,T
6	Del Prado Park/6701 Hansen Dr.	N	5.00	B,BB,BE,L,P,PE,T
7	Delucchi Park/4501 First St.	N	.70	B,BE,P,T
8	Fairlands Park/W. Las Positas Blvd. to Gulfstream St.	N	13.80	BP,L,PE,T,TE,S,SO
9	Hansen Park/5697 Black Ave.	N	6.15	BB,P,PE,S,SO,T
10	Harvest Park/1401 Harvest Rd.	N	1.60	L,PE
11	Heatherlark Park/5700 Northway Rd.	N	.76	BE,L,PE,T
12	Kottinger Park/1000 Kottinger Dr.	C	14.50	BP,L,P,T
13	Kottinger Village/4100 Vineyard Ave.	C	4.90	BB,L,P,PC,PE,T
14	McKinley Park/519 Kottinger Dr.	N	5.30	B,OS
15	Meadowlark Park, 8200 Regency Dr.	N	4.30	B,BB,L,P,PE,T
16	Meadows Park/ 3201 W. Las Positas Blvd.	N	5.00	BB,L,P,PE,T
17	Mission Hills Park/600 Junipero St.	N	8.50	B,BB,L,P,PE,T
18	Moller Park/5500 Pleasant Hill Rd.	N	7.00	BE,BP,L,P,PE,T
19	Muirwood Park/4701 Muirwood Dr.	C	13.90	B,BB,L,P,PE,RE,SO,T,TE
20	Nielsen Park/3800 Stoneridge Dr.	N	5.00	B,BB,BE,L,P,PE,T
21	Oakhill Park/7600 Olive Dr.	N	3.88	BP,L,PE,T
22	Orloff Park/1800 Santa Rita Rd.	N	8.12	BB,BE,BP,L,PC,PE,T
23	Sports and Recreation Park/5800 Parkside Dr.	C	105.00	B,BA,BB,BP,L,P,PE,RE, S,SB,SO,ST,T
24	Tennis and Community Park/5801 Valley Ave.	C	15.00	B,L,PE,T,TE,U (10 Acres)
25	Sutter Gate Park/4801 Sutter Gate Ave.	N	2.70	BB,L,P,PE,T
26	Tawny Park/400 Tawny Dr.	N	3.76	BA,BB,BE,BP,L,PE,T
27	Valley Trails Park/3400 National Park Rd.	N	6.10	B,BB,BP,L,PE,T
28	Val Vista Park/6701 Payne Dr.	N	10.70	P,PE,T
29	Veterans Plaza/550 Peters Ave.	C	.50±	B,L,PE,T
30	Vintage Hills Park/3301 Arbor Dr.	N	4.00	BP,L,P,PE,T
31	Walnut Grove Park/5150 Northway Rd.	N	3.50	B,P,T
32	Wayside Park/4410 First St.	C	.70	BD,L,P
33	Woodthrush Park/5051 Woodthrush Rd.	N	3.50	BP,L,T

*Note: Legend on following page.*

TABLE II-7

**NEIGHBORHOOD, COMMUNITY, AND REGIONAL PARKS**  
(Continued)

East Bay Regional Park District Parks

<u>Map #</u>	<u>Park Name/Address</u>	<u>Type</u>	<u>Acreage</u>	<u>Functions</u>
34	Pleasanton Ridge Park	R	3,000.00±	OS
35	Shadow Cliffs Recreational Area	R	249.00	B,BP,F,H,P,PB,SW,T,WS, WSS, Private Boating

Future Community Parks

<u>Map #</u>	<u>Park Name/Address</u>	<u>Type</u>	<u>Acreage</u>	<u>Functions</u>
36	San Francisco Water Department Bernal site, Bernal Ave.	C	35.00	Undetermined
37	Stoneridge Drive Specific Plan site, Stoneridge Dr.	C	29.70	Undetermined
38	Kaiser Property site, Busch Rd.	C	38.00	Undetermined
39	Vineyard Corridor site, Vineyard Ave.	C	20.00	Undetermined

Legend:

B = Barbecue	L = Landscaping	SB = Snack Bar
BA = Baseball	N = Neighborhood Park	SO = Softball
BB = Basketball	OR = Outdoor Roller Skating	ST = Skateboard Track
BD = Bandstand	OS = Open Space	SW = Swimming
BE = Benches	P = Picnic	T = Turf
BP = Bike/Ped Path	PB = Paddle Boats	TE = Tennis
C = Community Park, including special use areas	PC = Par Course	TN = Temporary Name
F = Fishing	PE = Play Equipment	WS = Water Slide
GL = General Location	R = Regional Park	WSS = Wind Surfing School
H = Hiking	RE = Restrooms	U = Undeveloped
	S = Soccer	

Note: See Figure II-5 for park locations.

Source: City of Pleasanton Department of Parks & Community Services.

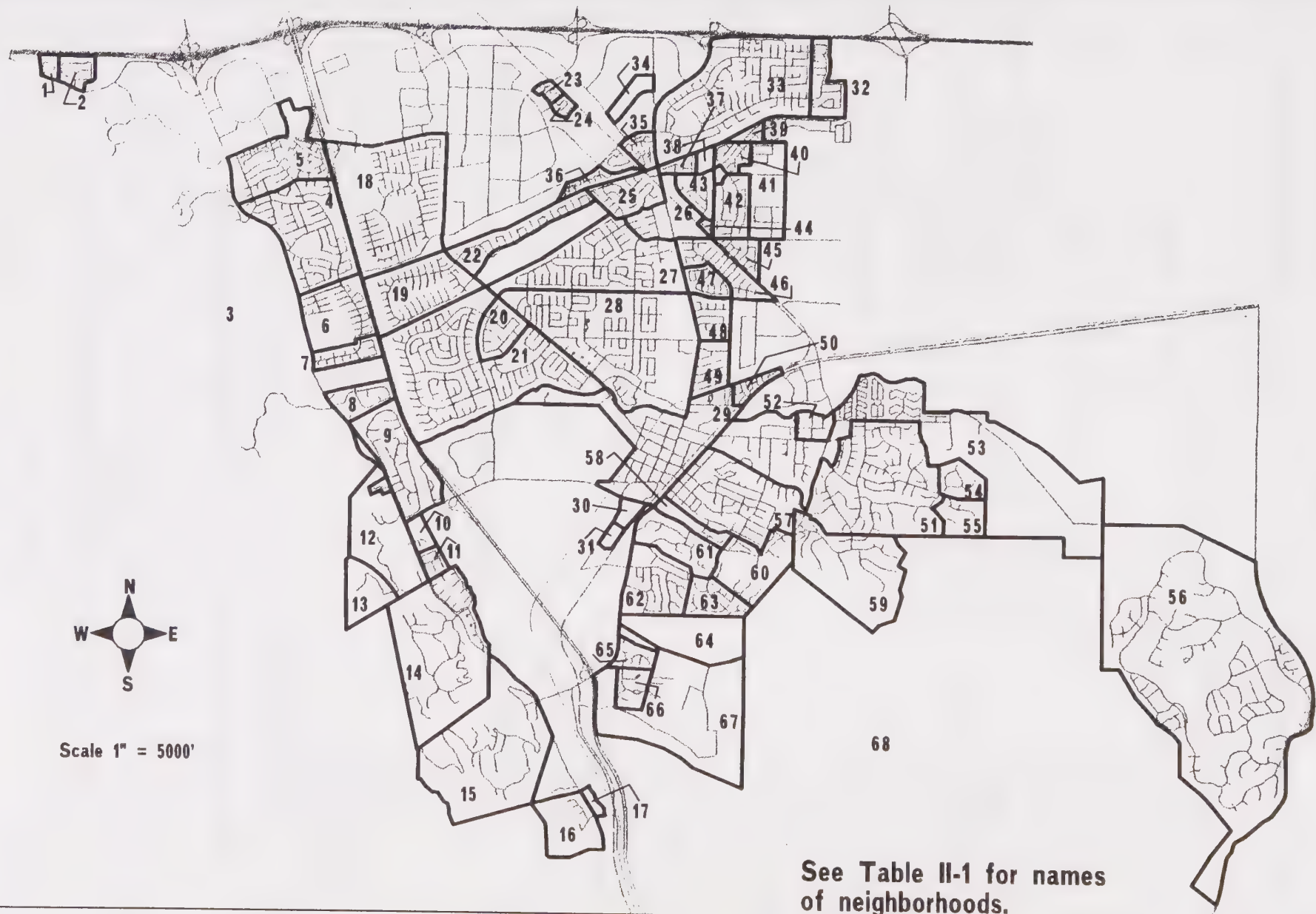


**TABLE II-8**  
**GENERAL PLAN ACREAGE**

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<u>General Plan Category</u>	<u>General Plan Acreage</u>
<b>RESIDENTIAL</b>	
Rural Density	1,752
Low Density	3,055
Medium Density	3,434
High Density	922
<b>INDUSTRIAL/COMMERCIAL/OFFICE</b>	
Commercial and Office	784
General and Limited Industrial	558
Business Park	1,052
Sand and Gravel Harvesting	2,548
<b>COMMUNITY FACILITIES</b>	
Public and Institutional	642
Schools	253
<b>OPEN SPACE</b>	
Parks and Recreation	5,429
Agriculture and Grazing	11,375
Public Health and Safety	15,693
Vineyard Avenue Corridor Study Area	368
<b>TOTAL PLANNING AREA</b>	<b>47,865</b>
 Wildlands Overlay	 13,554

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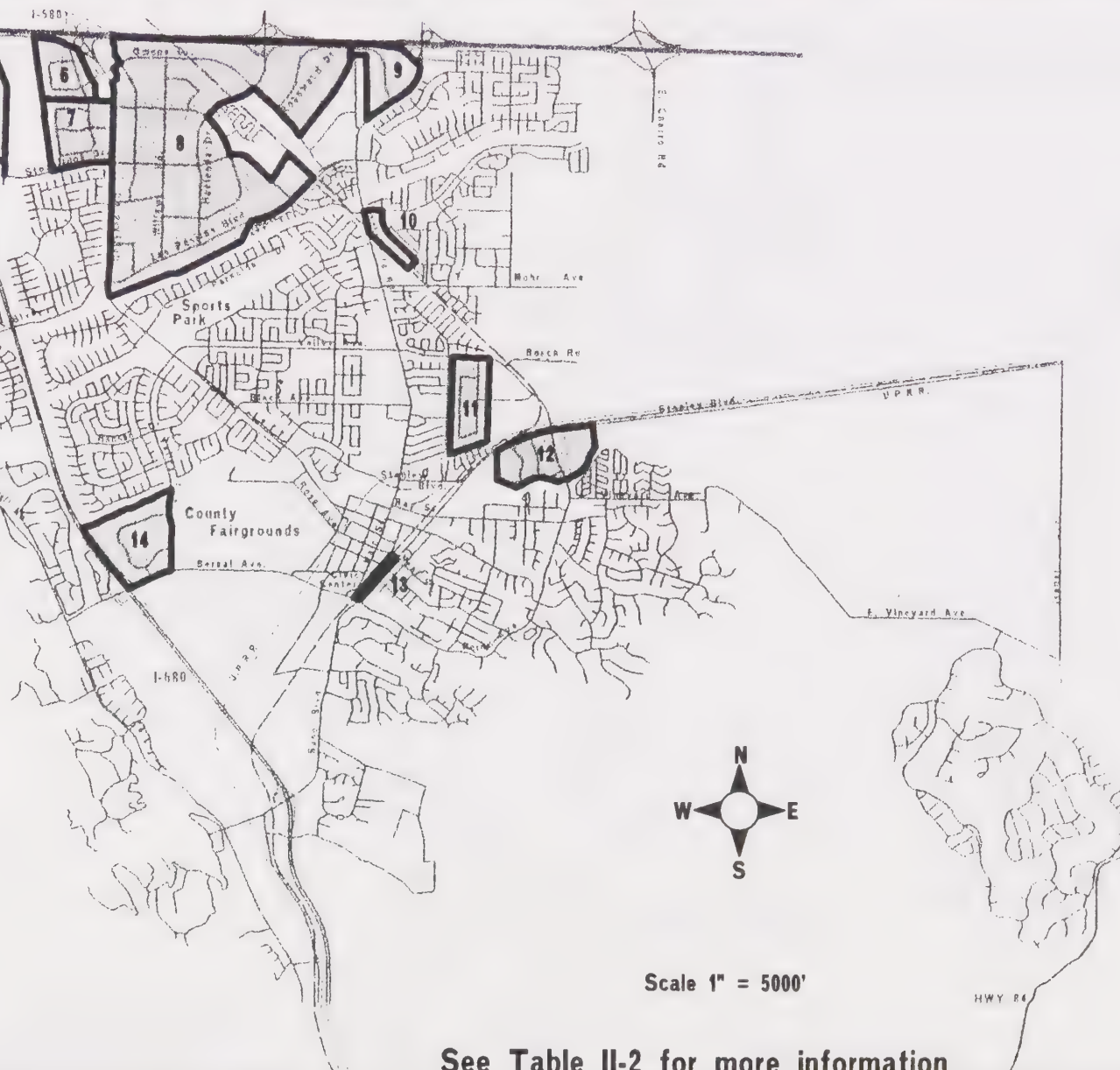


# THE PLEASANTON PLAN

Figure II-1  
Residential Neighborhoods



1. Farmers Insurance
2. Stoneridge Mall
3. Stoneridge Mall Road Periphery
4. Stoneridge Corporate Plaza
5. Commerce Circle/Johnson Drive
6. Pleasanton Park
7. Signature Center
8. Hacienda Business Park
9. Rose Pavilion Area
10. Rheem Industrial Park
11. Valley Business Park
12. Stanley Business Park
13. Pleasanton Station
14. Bernal Corporate Park



See Table II-2 for more information

## THE PLEASANTON PLAN

Figure II-2  
Commercial/ Office/  
Industrial Complexes







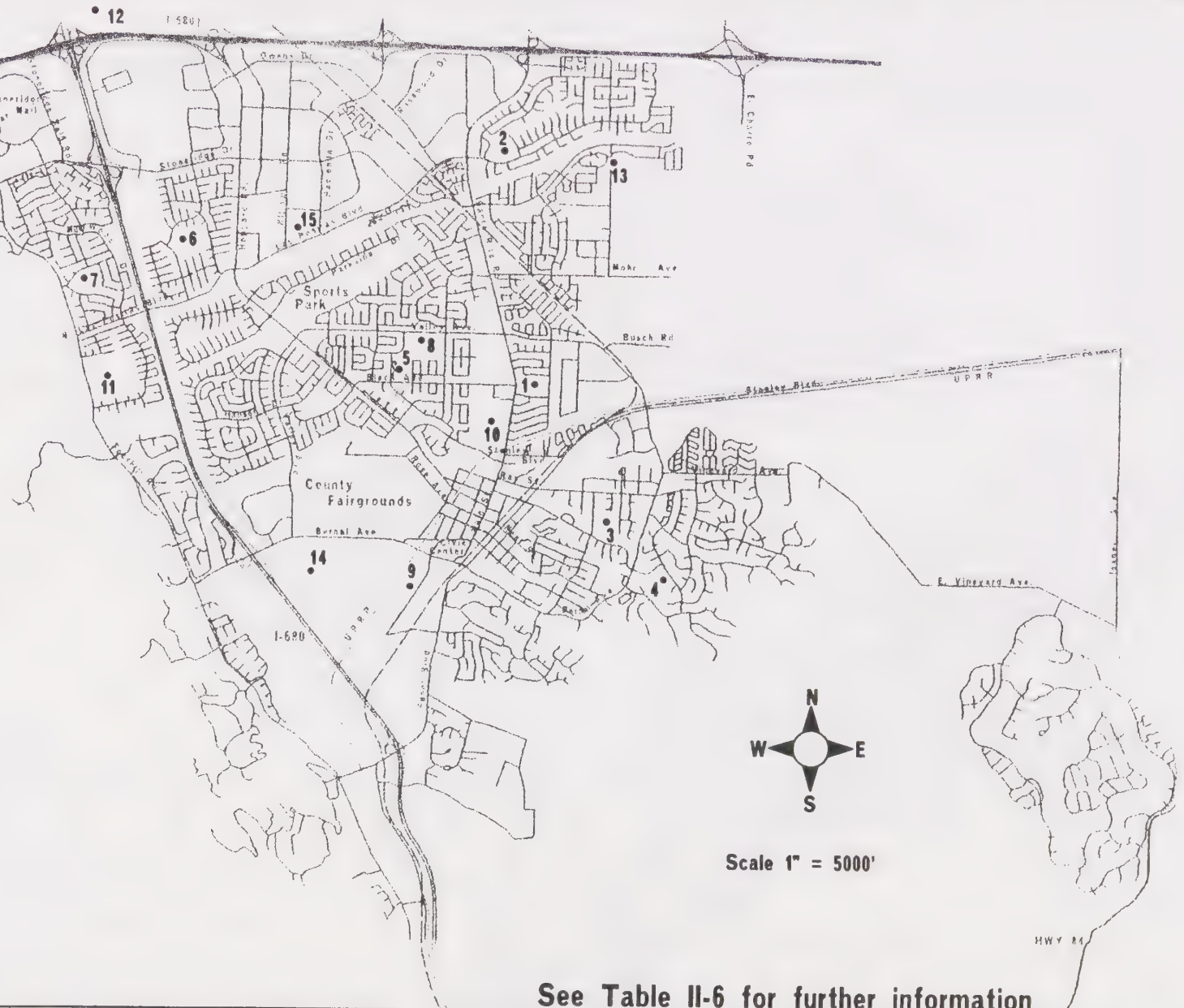
See Table II-5 for names of  
Community Facilities

# THE PLEASANTON PLAN

Figure II-3  
Community Facilities



1. Alisal E.S.
2. Fairlands E.S.
3. Valley View E.S.
4. Vintage Hills E.S.
5. Walnut Grove E.S.
6. Donlon E.S.
7. Lydiksen E.S.
8. Harvest Park M.S.
9. Pleasanton M.S.
10. Amador H.S.
11. Foothill H.S.
12. Village H.S.
13. Future E.S.
14. Future E.S.
15. Future M.S.

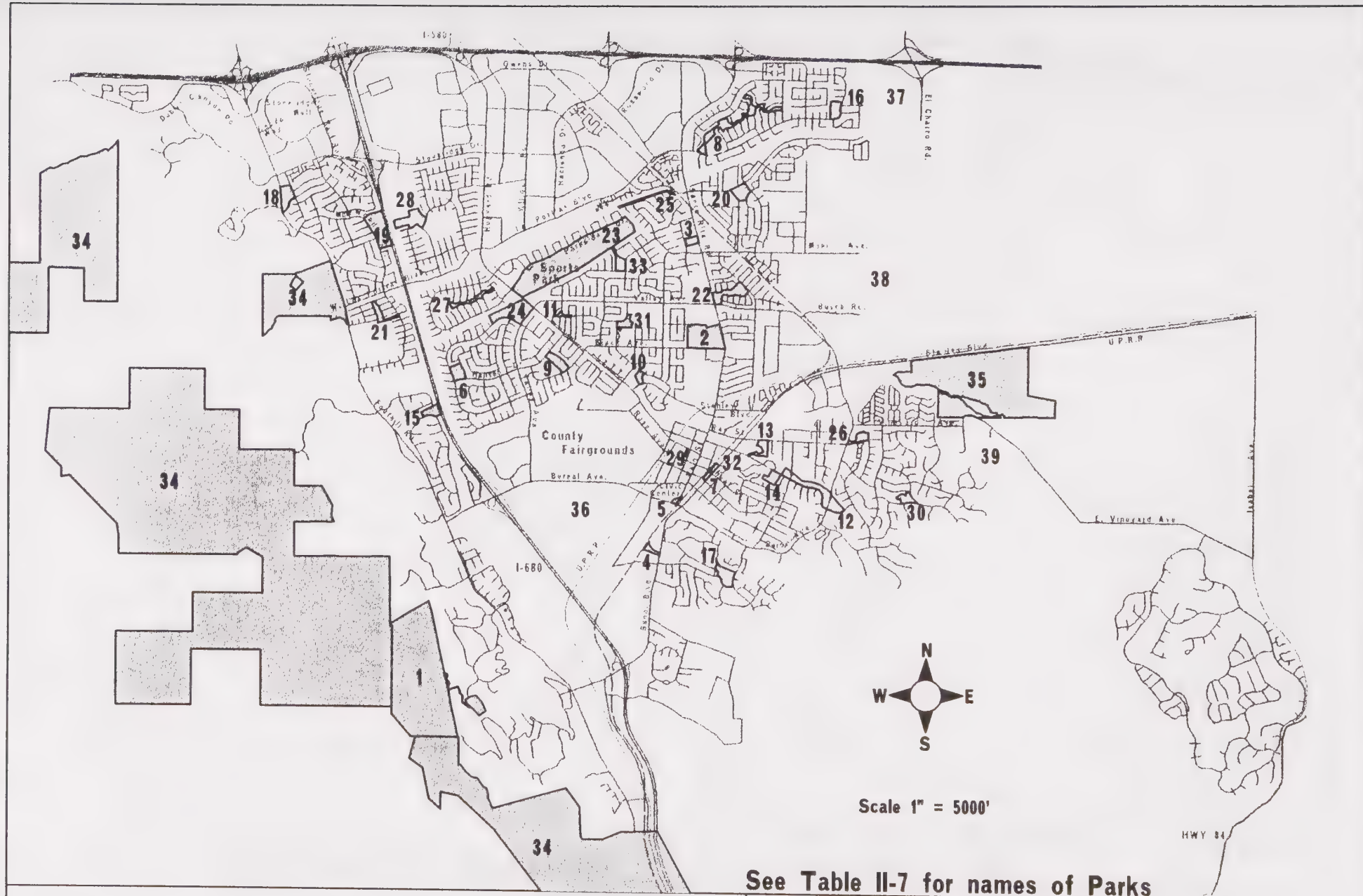


See Table II-6 for further information

# THE PLEASANTON PLAN

Figure II-4  
School Facilities and Sites





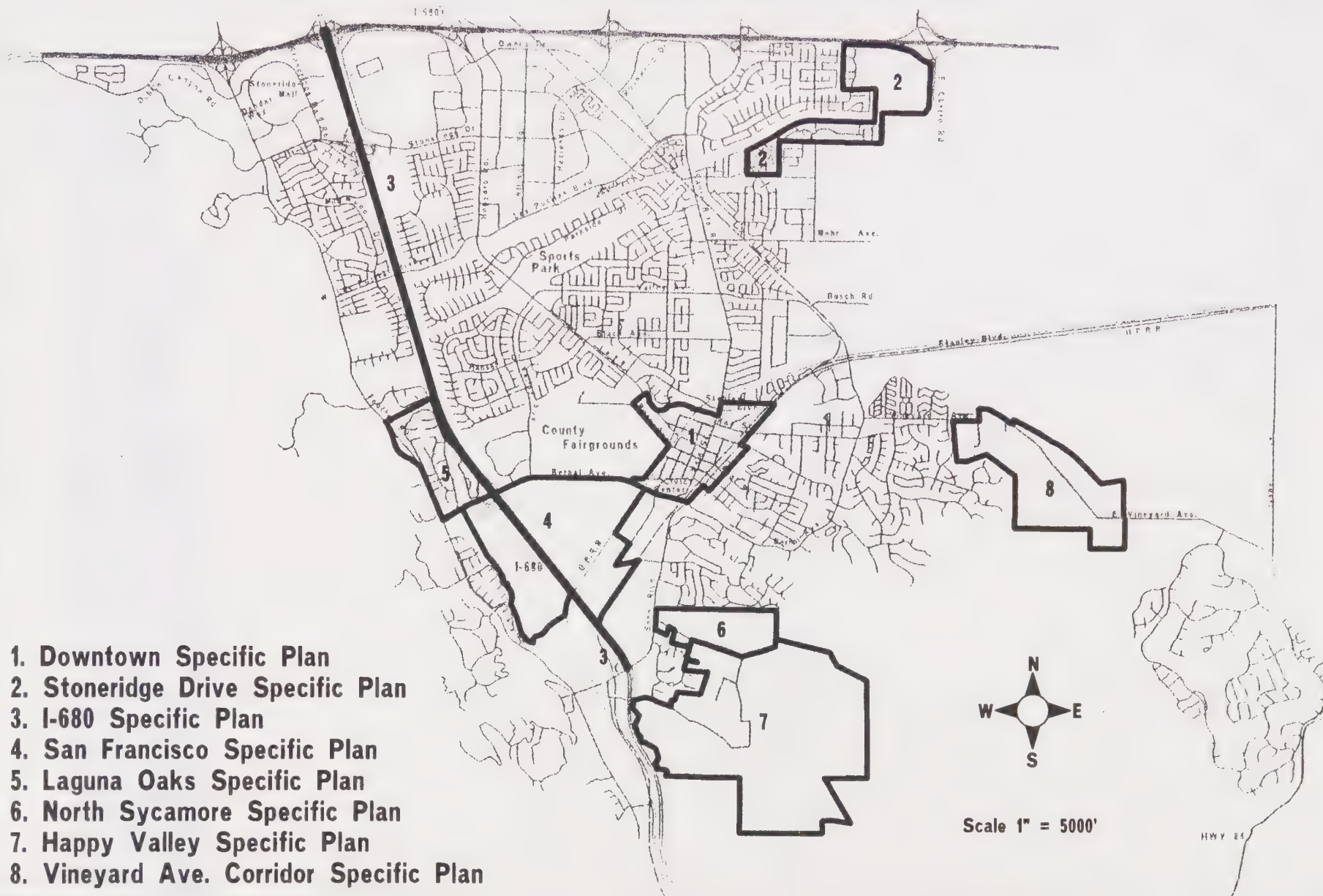
# THE PLEASANTON PLAN

See Table II-7 for names of Parks

Figure II-5  
Neighborhood, Community, and  
Regional Parks







# THE PLEASANTON PLAN

Figure II-6  
Specific Plans





THE PLEASANTON GENERAL PLAN

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III. CIRCULATION ELEMENT







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*The General Plan Map depicts the circulation system referenced in the Circulation Element.*



# III. CIRCULATION ELEMENT

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## PURPOSE

The purpose of the Circulation Element is to provide policies and maps which indicate the general location and extent of existing and proposed circulation routes and facilities; to provide a transportation system adequate to serve the traffic projected to be generated by the land uses shown on the General Plan Map, as well as regional through traffic; to promote the efficient transport of people and goods; and to encourage the efficient use of existing transportation facilities.

## STREETS AND HIGHWAYS

Pleasanton is served by an extensive roadway network which includes freeways, arterials, collectors and local streets. The Pleasanton Plan uses standard classifications for its roadway system. These classifications indicate the type of use expected and guide in roadway planning and design. **Freeways** are characterized by their limited access and grade separations and primarily serve long distance trips. **Arterials** feed through-traffic to freeways, provide access to adjacent land uses, mostly at intersections, and feature traffic control measures. **Collectors** provide access to adjacent land uses and feed local traffic to arterials. **Neighborhood Collectors** provide access to residential areas and feed traffic from local streets to arterials. **Local streets** are designed to serve only adjacent land uses in both commercial and residential areas. Many local streets are cul-de-sacs or serve only a limited area of homes to reduce traffic volumes and improve safety.

Figure III-1 shows the existing roadways, and Figure III-5 shows future additions. Typical desirable Level of Service (LOS) for these types of roadways are shown in Table III-1.

## Description of the Existing Roadway Network

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Pleasanton is served by two **Interstate Freeways** and one **State Route**. Interstate 580 is an eight-lane freeway which runs east-west from Interstate 5 near Tracy to Interstate 80 in Emeryville. Interstate 680 is a six-lane freeway, south of I-580, and a six-lane freeway with additional high-occupancy vehicle (HOV) lanes north of I-580. It runs north-south from Interstate 280 in San Jose to Interstate 80 near Fairfield. State Route 84 is a two-lane highway which runs from I-580 in Livermore to Highway 1 near San Gregorio.

**Arterials** serving the Pleasanton Planning Area include Foothill Road, Hopyard Road, Hacienda Drive, Santa Rita Road, Main Street, Owens Drive, Rosewood Drive, Stoneridge Drive, West Las Positas Boulevard, Valley Avenue, Vineyard Avenue, Stanley Boulevard, Bernal Avenue, First Street, and Sunol Boulevard. Pleasanton is also served by numerous collectors and local streets.

## Existing Roadway Standards

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The City of Pleasanton has adopted numerous **roadway standards** and requirements to protect the safety and welfare of its citizens.

Public streets within the city limits are constructed and maintained to City standards.<sup>1</sup> Most City streets feature at least 12-foot wide travel lanes, curbs, gutters, and sidewalks. Stop signs, traffic signals, pedestrian crosswalks, and bicycle lanes are installed where traffic conditions warrant and sufficient rights-of-way exist. Exceptions include older streets which were built prior to modern road standards, areas in which rights-of-way are insufficient for roadway improvements, or streets for which insufficient funds exist for improvements.

Pleasanton also has standards for controlling traffic congestion at critical intersections outside of the Downtown area. These **Level of Service (LOS) standards** require developers of major projects to limit traffic volumes to a maximum of LOS D (Table III-2) at these critical intersections or develop mitigations which will ensure that traffic volumes meet this standard. Potential mitigations include roadway improvements such as street widening, traffic trip reductions such as ridesharing, or limiting the density or type of adjacent land uses.

The City also regulates **traffic speeds and movements** and establishes parking requirements. Traffic speed limits are established according to roadway type, capacity, prevailing speed, condition, and accident rates. Moving violations are established in the City's Vehicle and Traffic Code<sup>2</sup> and are enforced by the Pleasanton Police Department. **Parking requirements** are established in the City's Zoning Ordinance<sup>3</sup> and enforced by the Planning Department when plans are reviewed for new buildings or additions. Parking requirements are reduced in the Downtown area to encourage higher density uses. The Zoning Ordinance also establishes standards for parking lot dimensions.

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## Existing Traffic Conditions

Traffic volumes are measured in terms of **Average Daily Traffic (ADT)** and peak hour volumes. Average Daily Traffic is defined as the total number of cars passing over a segment of roadway, in both directions, on an average day. **Peak hour traffic** is defined as the total number of cars passing over a roadway segment during the busiest hour of the morning or afternoon on an average day. In Pleasanton, the peak hours are generally from 7:30 A.M. to 8:30 A.M. and from 4:30 P.M. to 5:30 P.M., and typically constitute eight to twelve percent of Average Daily Traffic (ADT) volume, Table III-3.

The relative congestion of roadways is measured by the peak hour traffic volume divided by the capacity of the roadway segment or intersection. The resulting ratio is called a V/C ratio. **Levels of Service** are determined from the V/C ratios. Table III-2 defines the range of Levels of Service and describes the resulting effects on traffic congestion.

As can be seen from Table III-3, the busiest **roadway segments** in Pleasanton at the present time are on the major arterials approaching the interstate freeway system. Nearly 79 percent of Pleasanton jobs are performed by workers who reside outside of Pleasanton. Conversely, approximately 75 percent of Pleasanton residents work outside of Pleasanton. This tends to focus trips on the arterial system going to and from the freeways.

The quality or ease of **traffic flow** on a given roadway segment is almost always defined by the volume and capacity of the nearest arterial intersection. In the case of Hopyard Road, the major location of congestion along the roadway is at the intersection of Hopyard Road and Stoneridge Drive. Much of this



traffic is destined either to or from the freeway interchanges at Stoneridge Drive and I-680 or at Hopyard Road and I-580. All intersections within Pleasanton are currently below the City's adopted standard of LOS D. Only one intersection, Foothill Road and Canyon Way, is at LOS D and then only in the PM peak. The majority of intersections fall within the LOS A and B range.

## **Future Conditions**

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### Traffic Projection Model

In order to forecast General Plan buildout traffic volumes and Levels of Service, the City of Pleasanton uses a **traffic projection model** based on buildout of all the land uses shown on the General Plan Map. The particular system used to project traffic is the MINUTP traffic model. This model is based on the roadway network shown on the General Plan Map which consists of the existing street and highway network (Figure III-1) plus future roadway improvements (Figure III-5). Projected traffic volumes are calculated using the total amount of housing units and commercial/office/industrial building square footage contained in the Land Use Element at buildout of the General Plan. This information is divided into traffic zones within the Planning Area and translated into traffic volumes using various trip generation rates for different types of land use.

**Traffic volumes** are projected for each future housing and square foot of new commercial office/industrial building floor area. These volumes are assigned to trip destinations in relationship to current travel patterns and added to the existing traffic counted on the street. Traffic volumes are then fed onto local streets, collectors, arterials, and highways using a formula which determines, by way of

projected traffic speeds and travel times, which route traffic will take to reach a given destination. The total of traffic generated by new development plus existing traffic volumes is then subjected to an intersection capacity analysis. The resultant level of service is next analyzed for rationality and practicality.

In addition to the Pleasanton Traffic Model, the **Tri-Valley Traffic Model** is used to evaluate regional traffic which includes through-traffic that does not enter Pleasanton. This system is an EMME2 traffic model which was developed and is maintained by the Tri-Valley Transportation Council. Alameda County also uses an EMME2 traffic model for Congestion Management Agency (CMA) purposes, which involve a county-wide perspective. The Tri-Valley Model is used for impact analysis in the Tri-Valley Area.

### Future Traffic Model Runs

The City traffic model was first run to determine traffic volumes and Levels of Service for the 1986 General Plan land use and roadway network. Intersections which would exceed the City's standard of LOS D were identified. These are shown in Table III-6.

Land use and transportation network changes proposed by the current General Plan were then integrated into the traffic model, and the model was run once again. The volume-to-capacity results are shown in Table III-4. The primary roadway **improvements** required to be added to the existing roadway network are illustrated in Figure III-5, and the intersection improvements are shown in Figure III-7. Assuming these improvements are made prior to the generation of future traffic trips, all intersections within the Planning Area will be maintained within the City's standard of

LOS D except for two Downtown intersections at Main Street and Ray Street/Saint John Street, and Main Street and Rose Avenue/Neal Street. The traffic volumes and Levels of Service resulting from buildout of all the land uses and improvement of all the roadway segments and intersections are discussed below.

#### Future Traffic Conditions

In order to adequately plan for future development, the General Plan roadway network is designed to accommodate **buildout of all land** within the Planning Area. Roadways are sized, intersections are designed, and alternative transit systems are proposed which will enable full development to occur within City Level of Service standards, except in the Downtown area. The Downtown is an exception because its historic nature and need to preserve pedestrian character generally prohibit the widening of streets and the elimination of street parking.

In the future, traffic volumes will increase substantially over existing conditions. Table III-3 compares **average daily traffic** volumes in 1995 with those projected for buildout of the General Plan. As could be expected from the large amount of business park development, much of the projected increases in traffic will occur on roadways in North Pleasanton. The largest increases are projected to occur on Hopyard Road, Hacienda Drive, Santa Rita Road, El Charro Road, Stoneridge Drive, and West Las Positas Boulevard. Major arterials in other parts of the City for which major traffic increases are projected include Valley Avenue, Bernal Avenue, Sunol Boulevard, and Stanley Boulevard. In all cases, projected ADT's and intersection levels of service were used to plan roadway widths and intersection improvements.

Congestion at **major intersections** will also increase, although not to the point of impeding the flow of traffic on arterials outside the Downtown area. Figure III-4 illustrates the study locations used for evaluating the street system performance. Table III-4 compares volume-to-capacity ratios at these locations and lists the resulting Levels of Service in 1995 with those projected at General Plan Buildout. Major declines in Levels of Service from the current "A" and "B" levels is expected on all arterial routes. However, acceptable levels will be maintained except in the Downtown area.

Traffic volumes along **I-580 and I-680** will also increase substantially from a combination of development within Pleasanton and an even much greater increase in traffic from outlying areas. Freeway peak hour traffic volume and Level of Service conditions are indicated on Table III-5. Level of Service standards for freeways have been adopted by the Alameda County Congestion Management Agency and the Tri-Valley Transportation Council at Level E. Projected violations of the LOS are shown for I-580 between the Hacienda Drive interchange and the El Charro Road interchange and between Foothill Road and I-680. The only LOS violation for I-680 is southbound in the morning, south of the Sunol Boulevard interchange.

**Increased traffic in the Tri-Valley** is anticipated from major developments such as Dougherty Valley, Tassajara Valley, North Livermore, East Dublin, and smaller developments. Year 2010 projections by the Tri-Valley Traffic Model<sup>4</sup> indicate near-capacity conditions along both the I-580 and I-680 freeways even with the major planned improvements (i.e., the BART extension, State Route 84 widening, high-occupancy vehicle lanes added to I-580, extension of arterial streets parallel to I-580 in



Dublin/Pleasanton/Livermore, and the I-580/I-680 flyover south-to-east). These conditions are expected to require ramp metering at most freeway interchanges in the Tri-Valley and "gateway constraints," such as the Altamont Pass to limit the amount of through-traffic entering the Tri-Valley.

### **Proposed Roadway Improvements**

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In order to accommodate buildout of the General Plan, a wide range of street, highway, and intersection improvements must be constructed in a **timely manner**. Many roadway improvements were installed prior to development of major business parks in North Pleasanton, resulting in the uncongested Levels of Service in Pleasanton today. Improvements must continue to be installed prior to large amounts of residential and employment growth, or congestion will result.

Figure III-5 illustrates **roadway improvements** which need to be constructed along critical roadway segments and at major intersections. Existing configurations are superimposed with needed improvements in five-year increments. Projects approved for or expected to have funding by Caltrans, the City, or private developers are shown for construction between 1995 and the year 2000. Projects which will be needed sometime prior to the year 2010 but which do not currently have identified funding sources are shown for construction from the year 2000 to 2005. Projects which will take longer to develop or fund are shown for the period 2005-2010. The policies and programs of the City support the installation and financing of these improvements by developers of new projects as these are built. However, if development is allowed to proceed in an area without these improvements, congestion is likely to occur beyond City standards. The City of

Pleasanton along with all jurisdictions within the Tri-Valley are currently considering a Tri-Valley Transportation Development Fee<sup>5</sup> to help defray the cost of needed improvements.

Table III-7 summarizes the roadway lane configurations required to support full development of the Planning Area. **Major road improvements** which have not been constructed include segments of El Charro Road; Busch Road; Valley Avenue Extension; Vallecitos Road/State Route 84; Stoneridge Drive Extension; Sunol Boulevard; Foothill Road; and bridges at Bernal Avenue and Arroyo del Valle, Bernal Avenue and Arroyo de La Laguna, and First Street and Arroyo del Valle.

In its original deliberations on the **West Las Positas Boulevard/I-680 interchange**, the 1996 General Plan Steering Committee voted to delete the interchange from the previous General Plan Map. However, since this is a very complex issue, the Steering Committee subsequently voted instead to recommend that a citizens advisory committee be appointed to study and prepare a recommendation to the City Council as to whether or not the City should continue to plan for the construction of the West Las Positas Boulevard/I-680 interchange. The Steering Committee felt that this study should carefully examine all potential impacts on the affected neighborhoods, as well as on the overall City-wide/subregional traffic circulation system. An economic and fiscal study should also be included, as well as neighborhood meetings.

## Proposed Traffic Management Improvements

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In order to make roadway improvements effective, additional **traffic mitigations** should be installed. Traffic signals, for example, are a critical mechanism to ensure the safest and most efficient flow of traffic. Figure III-6 shows existing traffic signal locations and those proposed to facilitate the free flow of traffic at potentially congested intersections.

**Traffic counts** are another mechanism used by the City to ensure that roadway improvements are effective and traffic is flowing according to projections. The City undertakes annual traffic counts (Figure III-2) on major arterial and collector streets throughout the community. Average daily traffic counts are conducted at over 100 locations, and peak hour turning movement counts are taken at 57 major intersections. These existing traffic counts are then used as a basis for verifying future traffic volumes and service levels throughout the community. The City uses this information to monitor traffic increases over time and improvements in traffic flow caused by roadway and other improvements. This information also serves as the basis for analyzing the traffic impacts of individual development projects. The overriding purpose of these traffic studies is to anticipate and mitigate traffic congestion on City streets according to adopted standards.

The City has established a **computerized traffic monitoring and signalization system**. The Central Traffic Computer and Monitoring System is used to produce the City's "Annual Baseline Traffic Report" which depicts current and projected traffic conditions for all existing plus approved development. These projections of "existing plus approved" are a midway point between "existing" counts and "buildout"

projections and help determine when new major improvements will be necessary to avoid LOS violations. In addition to the "existing plus approved" projections a "five-year projection" is made of those developments deemed likely to be built within the next five years.

## Potential Problem Intersections and Mitigations

---

Table III-6 lists critical intersections and **needed improvements**. Improvements with secured funding are scheduled for Foothill Road/Dublin Canyon Road, Hopyard Road/I-580, Hopyard Road/Owens Drive, Santa Rita Road/Stoneridge Drive, Santa Rita Road/Valley Avenue, First Street/Ray Street/Vineyard Avenue, Stoneridge Mall Road/Stoneridge Drive, I-680/Stoneridge Drive, and Willow Road/Owens Drive.

**Funding** for the remaining intersections and other road widenings will need to be generated either by direct developer contributions or future traffic development fees. These streets include Main Street/Stanley Boulevard, Main Street/Ray Street/Saint John Street, First Street/Stanley Boulevard/Del Valle Parkway, Johnson Drive/Stoneridge Drive, West Las Positas Boulevard/I-680 interchange, I-580/El Charro Road interchange, I-680/Bernal Avenue interchange, Valley Avenue/Bernal Avenue, El Charro Road/Stanley Boulevard, El Charro Road/Stoneridge Drive, Case Avenue/Old Bernal Avenue/Bernal Avenue, Valley Avenue/Busch Road, Sunol Boulevard/Valley Avenue, Valley Avenue/Rose Avenue, I-680/Sunol Boulevard interchange, and Main Street/Del Valle Parkway. All these improvements are believed to be affordable and practical.



## Proposed Funding Mechanisms

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The City is utilizing all available means to ensure that roadway improvements are financed and constructed according to schedule. **Assessment districts** have been used extensively to help pay for street, highway, and intersection improvements. For example, the City has required commercial and industrial developers in North Pleasanton to participate in an assessment district to finance freeway interchange and arterial improvements. This North Pleasanton Improvement District (NPID) is the largest privately financed roadway improvement project in the State of California, amounting to about \$155 million to fund roadway improvements. Neither homeowners nor the City will have to pay for these improvements, although the benefits of increased roadway capacity and improved traffic flow will extend to all users of City streets.

The State of California and the Metropolitan Transportation Commission (MTC) have included practically no discretionary money for improvements to highway facilities in the Tri-Valley Area in the 1994 Transportation Improvement Plan (TIP)<sup>7</sup> which includes all improvements to the year 2010. The **Measure B sales tax** administered by the Alameda County Transportation Authority includes money for funding<sup>8</sup> a southbound to eastbound flyover/direct connector between I-680 and I-580 provided local jurisdictions contribute \$10 million in local matching money. Twenty million dollars is also pledged towards the State Route 84/Isabel Parkway in Livermore; however, the total cost to build State Route 84 between I-580 and I-680 is over \$200 million. The State has precluded the use of State highway or Federal dollars on State Route 84 by creating a **Route 84 Toll Road Authority**<sup>9</sup> franchised to

build an expressway-type facility between I-680 and Antioch. The Tri-Valley Transportation Council, consisting of the seven jurisdictions in the Tri-Valley area, is pursuing a Transportation Development Fee<sup>5</sup> to fund a list of projects including the matching money for I-580/I-680, the West Dublin/Pleasanton BART station, State Route 84, high-occupancy vehicle lanes on I-580 and I-680, various freeway interchanges, and inter-city bus service.

The **Alameda County Congestion Management Agency** working with the 14 cities in the County has developed a Long Range Transportation Plan<sup>10</sup> and listed needed transportation improvements and funding sources. There are several hundred million dollars worth of needed improvements in the Tri-Valley area and only about \$35 million of identified funds. It is clear that with the Measure B sales tax measure expiring in the year 2002, a significant funding shortfall will result for not only new infrastructure but also to operate and maintain the existing roads and transit systems. The Plan proposes both an extended sales tax (Measure B) and increased regional gas tax. The Plan also includes a careful examination of regional transportation development fees.

## ALTERNATIVE TRANSPORTATION MODES

### Public Transit

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Existing public transit service in Pleasanton is shown on Figure III-8 and generally consists of the **Bay Area Rapid Transit (BART) express bus service** and the Livermore Amador Valley Transit Authority (LAVTA), better known as "Wheels."<sup>11</sup> Some limited express service is also provided from The



County Connection in Contra Costa County and Commute Service from San Joaquin County. The BART express system operates lines between the East Dublin/Pleasanton BART station and Livermore.

The **(BART)** fixed-rail line extends from San Leandro along the I-580 to Castro Valley, Dublin, and Pleasanton. BART stations exist in Castro Valley and within Hacienda Business Park. A Stoneridge Mall Station is also planned<sup>10</sup> but has not been funded and exceeds the two-station limit placed on new extensions by the Metropolitan Transportation Commission.<sup>12</sup> This requires Pleasanton to seek local funding alternatives such as the proposed Tri-Valley Transportation Development Fee. The BART long-range plan includes extension of fixed rail service to Livermore. BART is also proposing conventional rail connections over the Altamont Pass and south into the South Bay. Transportation corridors also exist along the abandoned Southern Pacific Railroad right-of-way, which extends from Concord to Pleasanton and from Fremont to Tracy. These corridors could be used for **light rail transit, rubber tired trolley, or bus service** in the future. Alameda County has purchased the majority of these corridors and in the future will be instrumental in the determination of the type of transportation system best suited for this corridor, including light rail, buses, bicycles, and other modes of transportation.

The City currently maintains a **Dial-A-Bus** service for senior and handicapped residents. About 60 percent of the program's operating budget is provided by Pleasanton. The City Department of Parks and Community Services provides drivers who operate the bus service on a regular schedule during weekday hours and by appointment during evenings and weekends.

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## Transportation Systems Management

**Transportation Systems Management (TSM)** is a broad term referring to the efficient use of all types of transportation. TSM in Pleasanton focuses on non-roadway improvement measures such as ridesharing, flextime, bicycling, walking, telecommuting, and other means to reduce automobile trips. Pleasanton adopted the first city-wide TSM ordinance<sup>13</sup> in the nation in 1984. This ordinance encourages all employers and business complexes to better utilize existing roadways and transit alternatives in order to maintain the City's standard of Level of Service D at all major intersections outside of the Downtown area. The City participates with employers to encourage commuters to use means other than driving to work alone during peak hour periods. The voluntary ordinance gives employers the flexibility to pursue whatever transportation options are most effectively suited to the needs of their employees. The City employs a full-time **Transportation Coordinator** who promotes transportation alternatives, answers public inquiries, and monitors the effectiveness of trip reduction programs.

Pleasanton currently has a network of **bicycle paths** serving many parts of the Planning Area. It is the City's intent to provide additional bicycle paths and lanes, where sufficient right-of-way and funding exists, at the time new roadways are constructed or improved. Existing and future bicycle routes are shown in Figure III-9.

The two railroads, Western Pacific and Southern Pacific, which formerly owned and operated separate **rail facilities** in Pleasanton, have consolidated services using the former Western Pacific tracks.<sup>14</sup> The consolidation (Union Pacific Railroad) has served the public

in several ways by eliminating potentially dangerous crossings, eliminating the noise and traffic disruption along the old Southern Pacific tracks, and by freeing up the Southern Pacific right-of-way for other uses. The resulting consolidated rail service along the Union Pacific tracks is provided by both railroad companies exclusively for transporting freight. Current rail usage of the track is about 12 trains per day. Freight traffic is expected to increase significantly in the East Bay area as the economy grows.

The Altamont Pass Passenger Rail Corridor Study, prepared by San Joaquin County, proposes to develop a **commuter rail service** from Stockton to San Jose. The project has funding support in San Joaquin through its sales tax measure but lacks funding support in Alameda and Santa Clara Counties. The project proposes future passenger rail service to be provided along the Union Pacific Railroad alignment and portions of the former Southern Pacific alignment. Stations would be considered at Valley Avenue/Stanley Boulevard and either the Alameda County Fairgrounds or the San Francisco Water Department property just south of Bernal Avenue. The limited vehicular capacity of the **Altamont Pass** will be a significant factor in creating demand for public transportation links between the Central Valley and the East Bay/Tri-Valley.

Pleasanton contains a temporary **heliport** located within the Hacienda Business Park which provides limited service for businesses

within the Park. This facility is located in the southwest corner of Chabot Drive and Owens Drive and is planned to operate for only a short additional period of time. The flight path follows I-580, and landing approaches are from the north and east to minimize noise impacts within the community. The Valley Care Medical Center also operates a heliport at its hospital on Santa Rita Road. This heliport is operated on an as-needed basis for emergency medical transportation.

The Pleasanton Plan also proposes several locations within the Planning Area for use as **Park-and-Ride** lots (Figure III-8). These lots should be set aside for use by residents of Pleasanton and the Tri-Valley area to park their cars and to encourage coordinated locations for ridesharing and transit use. Caltrans and the City are working jointly to implement plans for lots located at I-680 and Stoneridge Drive, and I-680 and Bernal Avenue. Other possible lots should be evaluated by the City and Caltrans to determine exact locations, acreage, improvements, and operating procedures prior to their purchase or lease for City and Tri-Valley residents.

### **Circulation Goals, Policies, and Programs**

The following goals, policies, and programs, in addition to those contained in other Elements, constitute an action program to implement the objectives described in this Element.

### III. CIRCULATION GOALS, POLICIES, AND PROGRAMS

---

#### Streets and Highways

- Goal 1: To develop a safe, convenient and uncongested **circulation system**.
- Goal 2: To develop and manage a **street and highway system** which accommodates future growth while maintaining acceptable levels of service.

Policy 1: Complete the City's **street and highway system** in accordance with the General Plan Map.

Program 1.1: Require new developments to pay for their fair share of planned **roadway improvement costs**.

Program 1.2: Support the use of **assessment districts** to equitably spread the cost of new roadways and improvements and to facilitate installation of improvements prior to their being needed.

Program 1.3: Consider adoption of a North Pleasanton Improvement District infrastructure **cost sharing fee** for non-participatory properties which benefit from the District.

Program 1.4: Preserve **rights-of-way** needed for freeway improvements through dedication and according to Caltrans standards, as adjacent properties develop.

Program 1.5: Coordinate with Alameda County regarding use of the Alameda County Transportation Corridor (abandoned **Southern Pacific right-of-way**) for circulation related use.

Program 1.6: Appoint a citizens advisory committee to study and prepare a recommendation to the City Council as to whether or not the City should continue to plan for the construction of the **West Las Positas Boulevard/I-680 interchange**. The study should carefully examine all potential impacts on the affected neighborhoods, as well as on the overall city-wide/subregional traffic circulation system. An economic and fiscal study should also be included, as well as neighborhood meetings.



Program 1.7: If, after the initial study outlined in Program 1.6 is completed, the City Council votes to begin the construction of the **West Las Positas Boulevard/I-680 interchange**, it shall do so conditionally and shall defer actual implementation for a period of one year in order to allow citizens who may disagree with the decision the opportunity to circulate an initiative measure to delete the interchange from the General Plan Map and to amend the General Plan in other respects so as to maintain internal consistency. The process for implementing construction may proceed if: (a) a Notice of Intent to Circulate Petition is not filed with the City Clerk within 30 days of the Council's decision to implement the interchange's construction; (b) a Notice of Intent is filed but a sufficient number of signatures is not gathered within six months of the filing of the Notice; or (c) the initiative measure fails.

Program 1.8: When **Valley Avenue** is extended through the Kaiser Technology site to Sunol Boulevard, the land use designation for the Kaiser Technology site should be re-studied for possible amendment.

Policy 2: Phase development and **roadway improvements** so that Levels of Service do not exceed LOS D at major intersections outside the Central Business District.

Program 2.1: Monitor **roadway improvements** to determine if Levels of Service are approaching City standards.

Program 2.2: Require site-specific **traffic studies** for all major developments which have the potential to exceed LOS D, and require developers to implement the **mitigation measures** identified in these studies.

Program 2.3: Continuously upgrade the City's **traffic computer** to better monitor traffic flows and to translate traffic volumes into Levels of Service.

Program 2.4: Report potential Level of Service exceedances in an **annual baseline report** to City Council and affected developers.

Program 2.5: Require whatever **mitigation measures** are necessary, including the withholding of building permits, to return intersections to acceptable levels, in the event that LOS D is exceeded.

Program 2.6: Assist in the mitigation of Pleasanton LOS problems with public transit and regional projects that **skirt traffic around Pleasanton** rather than through it.

Policy 3: Facilitate the **free flow of vehicular traffic** on major arterials.

Program 3.1: Expedite the installation of **traffic signal coordinators** to synchronize traffic signals on major City streets.

Program 3.2: Discourage **non-local and commercial traffic** from using streets through residential areas.

Program 3.3: Prohibit **private access** to major arterials.

Program 3.4: Minimize **traffic signal waits** to less than 100 seconds, whenever possible.

Policy 4: Design and regulate City streets to minimize **traffic-related impacts** on adjacent land uses.

Program 4.1: Provide setbacks, landscaping, soundwalls, and other methods to protect **adjacent land uses** from safety, noise, and air quality impacts associated with traffic on arterials.

Program 4.2: Restrict **truck traffic** to deliveries on all City streets except truck routes.

Program 4.3: Require all **gravel trucks** to use the El Charro Road route as the sole access to I-580 and I-680.

Program 4.4: Notify all residents and property owners who may be directly affected by potential **street closures and traffic re-routing** in advance of taking such actions.

Program 4.5: **Mohr Avenue** should not be used as a truck route or primary access to industrial development to the east.

Program 4.6: Maintain the interim two- and three-lane cross-section for **Foothill Road** as specified in the City Council Resolution No. 91-23, for as long as feasible, and widen Foothill Road to four lanes only if and when there is no other reasonable alternative.

Program 4.7: Diligently pursue the extension of **Rose Avenue** to Valley Avenue with all necessary means.

Policy 5: Adhere to City **design standards** for streets in new developments.

Program 5.1: Incorporate City **design standards** for arterials, collectors, neighborhood collectors, and local public and private streets as part of the City's review of new developments.

Program 5.2: Provide more than one **access road** (including emergency vehicle routes) to new developments, and discourage cut-through traffic by appropriate use of traffic controls (e.g., cul-de-sacs, stop signs, landscaped barriers, etc.)

Program 5.3: Discourage the development of further **gated communities** which inhibit the sense of greater community and make City utility and emergency services more difficult to provide.

Program 5.4: Develop standards for **siting homes** adjacent to public streets which address level of traffic, safety, vehicular noise, visual quality, and related environmental issues.

Program 5.5: **Design new streets** and alterations of existing streets to preserve the character and safety of existing residential neighborhoods.

Policy 6: Maximize **traffic safety** for automobile, transit, bicycle users, and pedestrians.

Program 6.1: Allocate a share of each year's **Capital Improvement Program** to street maintenance, roadway improvements, and traffic management hardware.

Program 6.2: Monitor and record **roadway accidents**, and recommend safety improvements, where needed.

Program 6.3: Separate **vehicular, bicycle, and pedestrian traffic**, whenever feasible, especially on routes to schools.

Program 6.4: Provide **bike lanes** on collector streets, where feasible.

Program 6.5: Particular **sensitivity** should be given to new development on streets which are projected to carry more than 2,000 average daily trips, and with existing houses which front such streets.

Program 6.6: Restrict **parking** near intersections to ensure visibility and traffic safety.

Program 6.7: Require the installation of **bus turnouts** and **shelters** along planned transit routes.

Policy 7: Require adequate **on and off-street parking**.

Program 7.1: Enforce the **parking provisions** of the City's Zoning Ordinance for all projects, including Planned Unit Developments.

Program 7.2: Request BART to plan for a total of 6,000 parking spaces at the East and West Dublin/Pleasanton **BART stations**, and in the interim plan for 4,500 spaces at the East Dublin/Pleasanton station.



Program 7.3: Encourage the utilization of future BART stations and other appropriate areas as interim **Park-and-Ride facilities**.

Program 7.4: Encourage additional **Park-and-Ride lots** to serve the I-580 corridor, including coordinated lots and services with San Joaquin County.

### Alternative Transportation Modes

Goal 3: To provide a **multi-modal transportation system** which encourages efficient use of existing and future facilities.

Policy 8: Phase **transit improvements** to meet the demand for existing and future development.

Program 8.1: Project transit **improvement requirements** based on the trip reduction goals established in the City's Transportation Systems Management Ordinance and estimated transit patronage.

Policy 9: Reduce the total number of **Average Daily Traffic (ADT)** trips throughout the City.

Program 9.1: Promote the use of transit, ridesharing, bicycling, and walking to the general public through the **City's Transportation Coordinator**.

Program 9.2: Encourage employers to allow employees to **work at home** rather than commuting.

Program 9.3: Maximize **transportation opportunities**, enabling more people to live close to their place of work.

Policy 10: Reduce the percentage of Average Daily Traffic trips and evenly distribute them throughout the **peak hours**.

Program 10.1: Promote the use of flextime and other measures to employers and employees through the City's **Transportation Systems Management (TSM) Ordinance**.

Policy 11: Support the continued operation of the **Livermore Amador Valley Transit Authority (LAVTA)**.

Program 11.1: Provide City representatives on the **LAVTA Board** and seek State funds to support local transit.

Program 11.2: Monitor **bus ridership** and adjust schedules and routes as needed.

Program 11.3: Encourage the expansion of Wheels bus service to **synchronize with BART** train schedules, to the extent feasible.

Program 11.4: Encourage Wheels to provide **incentives** and discounts to school-age children, and work with the School District on service and routing to reduce congestion.

Policy 12: Encourage the extension of **BART** from Pleasanton to Livermore following the I-580 alignment.

Program 12.1: Require developers of property adjacent to the proposed BART alignment to reserve adequate acreage for future **BART stations** and facilities.

Program 12.2: Encourage mass transit in the Tri-Valley area by a variety of means, including **private investment**.

Program 12.3: Encourage BART to complete the **West Dublin/ Pleasanton station** to better serve the I-680 corridor and west Pleasanton locations.

Program 12.4: Encourage Alameda County to lease or sell adequate land to BART at the **East Dublin/Pleasanton station** to provide for ultimate BART growth and any north-south transit interface on the old Southern Pacific rail corridor (Alameda County Transit Corridor).

Program 12.5: Encourage BART to purchase **adequate right-of-way** at the East Dublin/Pleasanton station to accommodate future BART ridership.

Program 12.6: Encourage the connection of BART with an **Altamont** rail service or interim Altamont express bus service.

Policy 13: Support **paratransit services** to elderly and handicapped residents of Pleasanton.

Program 13.1: Fund capital and operating expenditures for the City's **Dial-A-Bus** program.

Policy 14: Support the use of **alternative fuel vehicles**.

Program 14.1: Encourage the **construction of infrastructure** for and use of alternative fuel vehicles.

Policy 15: Create and maintain a safe, convenient, and effective **bicycle system** which encourages increased bicycle use.

Program 15.1: Adopt and implement a **Community Trails Master Plan**.

Program 15.2: Establish a **City Trails Committee** to advocate and assist in the implementation of the Community Trails Master Plan.

Program 15.3: Integrate bicycle lanes or separate **bikeways** into street projects, wherever feasible.

Program 15.4: Require the provision of adequate **bicycle storage facilities** in future developments.

Program 15.5: Maintain **bicycle routes** with adequate sweeping and pavement repairs.

Policy 16: Create and maintain a safe and convenient **pedestrian system** which encourages walking as an alternative to driving.

Program 16.1: Require developers to finance and install **sidewalks** and pedestrian pathways in future developments.

Program 16.2: Develop a pedestrian and equestrian **trail system** which connects all major portions of the Planning Area.

Program 16.3: Cooperate with East Bay Regional Parks District in completing a regional **trail system** and with Zone 7 in completing its Arroyo Management Plan.



## DEFINITIONS

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**Arterial Street** - A roadway which feeds through traffic to freeways, provides access to adjacent land uses primarily at intersections, and features traffic control measures.

**Collector Street** - A roadway which provides access to adjacent land uses and feeds local traffic to arterials.

**Freeway** - A roadway characterized by limited access and grade separations which primarily serves long distance trips.

**Level of Service** - Standard for evaluating traffic congestion at critical intersections (Table III-2).

**Local Street** - A roadway designed to serve only adjacent land uses in commercial and residential areas.

**Neighborhood Collector Street** - A roadway which provides access to residential areas and feeds traffic to arterials.

**Paratransit** - Non-fixed route transit. Most commonly, this term refers to demand responsive systems which are operated to meet the special needs of seniors and handicapped individuals.

**Park-and-Ride Lot** - A facility which allows for parking vehicles and bicycles for the purpose of ridesharing by carpool, vanpool, or bus.

**Traffic Signal Controller** - Part of the traffic computer system which enables the City to synchronize traffic signals on major arterials and improve traffic flow.

## FOOTNOTES

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- <sup>1</sup> City of Pleasanton, Design Guide 1984, February 1984; Standard Details, July 1987; Standard Specifications, April 1995.
- <sup>2</sup> City of Pleasanton, Municipal Code, Chapter 11, as amended.
- <sup>3</sup> City of Pleasanton, Pleasanton Municipal Code, Chapter 18, Section 18.88, as amended.
- <sup>4</sup> Barton E. Ashman Associates, Final Model Plan.
- <sup>5</sup> Tri-Valley Transportation Council, Tri-Valley Transportation Plan/Action Plan for Routes of Regional Significance, January 1995.
- <sup>6</sup> City of Pleasanton, Traffic Counts for 1994 Baseline, May 1994.
- <sup>7</sup> Metropolitan Transportation Commission, Bay Area Region Transportation, 1995.
- <sup>8</sup> Alameda County Transit Authority, Capital Improvement Program Strategic Plan, 1993.
- <sup>9</sup> State of California Assembly Bill 680, 1989.
- <sup>10</sup> Alameda County Congestion Management Agency, Transportation Vision 2010 and Beyond, May 1994.
- <sup>11</sup> Livermore-Amador Valley Transportation Authority, Short-Range Transit Plan Final Report, September 1995.
- <sup>12</sup> Metropolitan Transportation Commission, Resolution 1876 - New Rail Transit Starts and Extensions, revised February 1991.
- <sup>13</sup> City of Pleasanton, Transportation Systems Management Ordinance No. 1154, October 1984.

**TABLE III-1**  
**DESIRABLE LEVEL OF SERVICE VOLUMES**

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<u>Roadway Type</u>	<u>Per Lane Per Hour</u>	<u>Two-Way Average Daily Traffic (1)</u>
Two-lane local streets (2)	-	500
Two-lane neighborhood streets (2)	-	2,000 - 3,000
Two-lane collector streets (2)	-	6,000 - 9,000
Two-lane arterial streets	850	15,000
Four-lane arterial streets	750	30,000
Six-lane arterial streets	750	45,000
Six-lane freeway	2,000	120,000
Eight-lane freeway	2,000	160,000
Ten-lane freeway	2,000	200,000

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(1) *Values based on average daily traffic are volumes based on typical traffic conditions rather than a true physical roadway capacity.*

(2) *Values are based on the "Environmental Capacity" of residential streets under typical conditions.*



**TABLE III-2**  
**SUMMARY OF LEVELS OF SERVICE FOR INTERSECTIONS**

<u>Level of Service</u>	<u>Type of Flow</u>	<u>Delay</u>	<u>Maneuverability</u>	<u>V/C Ratio</u>
A	Stable Flow	Very slight or no delay. If signalized, conditions are such that no approach phase is fully utilized by traffic, and no vehicle waits longer than one red indication.	Turning movements are easily made, and nearly all drivers find freedom of operation.	0.00-0.60
B	Stable Flow	Slight delay. If signalized, an occasional approach phase is full utilized.	Vehicle platoons are formed. Many drivers begin to feel somewhat restricted within groups of vehicles.	0.61-0.70
C	Stable Flow	Acceptable delay. If signalized, a few drivers arriving at the end of a queue may occasionally have to wait through one signal cycle.	Back-ups may develop behind turning vehicles. Most drivers feel somewhat restricted.	0.71-0.80
D	Approaching Unstable Flow	Tolerable delay. Delays may be substantial during short periods, but excessive back-ups do not occur.	Maneuverability is severely limited during short periods due to temporary back-ups.	0.81-0.90
E	Unstable Flow	Intolerable delay. Delays may be great — up to several signal cycles.	There are typically long queues of vehicles waiting upstream of the intersection.	0.91-1.00
F	Forced Flow	Excessive delay.	Jammed conditions. Back-ups from other locations restrict or prevent movement. Volumes may vary widely, depending principally on the downstream back-up conditions.	Varies*

\* In general, V/C ratios cannot be greater than 1.00, unless the lane capacity assumptions are too low. Also, if future demand projections are considered for analytical purposes, a ratio greater than 1.00 might be obtained, indicating that the projected demand would exceed the capacity.

References: - Highway Capacity Manual, Special Report No. 209, Transportation Research Board, 1985.  
- Highway Capacity Manual, Special Report No. 87, Highway Research Board, 1965.

**TABLE III-3**  
**EXISTING AND FUTURE AVERAGE DAILY TRAFFIC**

<u>Area</u>	<u>1995 ADT</u>	<u>General Plan Buildout ADT</u>	<u>Area</u>	<u>1995 ADT</u>	<u>General Plan Buildout ADT</u>
1. Foothill s/o I-580	38,800	50,000	33. W. Las Positas e/o Hopyard	10,150	19,000
2. Dublin Canyon w/o Foothill	7,800	13,000	34. Hopyard s/o W. Las Positas	31,800	38,000
3. Canyon e/o Foothill	13,900	22,000	35. W. Las Positas w/o Hopyard	13,600	35,000
4. Laurel Creek e/o Foothill	3,700	5,000	36. Dorman n/o W. Las Positas	6,100	-
5. Stoneridge e/o Foothill	9,400	13,000	37. Owens w/o Hacienda	9,500	24,000
6. Foothill s/o Stoneridge	10,500	14,000	38. Owens e/o Hacienda	14,700	28,000
7. Foothill n/o W. Las Positas	9,450	13,000	39. Hacienda s/o Owens	8,100	19,000
8. Foothill s/o W. Las Positas	8,450	11,000	40. Rosewood e/o Owens	5,200	-
9. Foothill n/o Bernal	6,750	9,000	41. Rosewood w/o Old Santa Rita	4,600	-
10. Bernal e/o Foothill	7,100	10,000	42. Stoneridge n/o W. Las Positas	13,400	34,000
11. Foothill s/o Bernal	4,700	8,000	43. W. Las Positas w/o Stoneridge	9,900	14,000
12. Foothill n/o Castlewood	2,450	-	44. W. Las Positas e/o Stoneridge	11,100	16,000
13. Castlewood w/o Sunol	3,500	-	45. Owens s/o Andrews	6,800	17,000
14. Foothill s/o Castlewood	1,800	-	46. Old Santa Rita n/o Santa Rita	3,570	5,000
15. Stoneridge Mall n/o Fabian	8,800	17,000	47. Rosewood w/o Santa Rita	8,700	18,000
16. Stoneridge Mall n/o Stoneridge	16,700	36,000	48. Santa Rita s/o I-580 W/B On-Ramp	21,900	27,000
17. Muirwood n/o W. Las Positas	3,550	-	49. Pimlico e/o Santa Rita	12,300	13,000
18. W. Las Positas e/o Muirwood	10,150	15,000	50. Santa Rita s/o Pimlico	30,900	34,000
18a. W. Las Positas e/o I-680	10,150	32,000	51. Santa Rita n/o W. Las Positas	29,000	36,000
19. Muirwood s/o W. Las Positas	3,300	-	52. W. Las Positas e/o Santa Rita	10,500	14,000
20. Stoneridge w/o I-680 S/B Ramp	31,450	49,000	53. Santa Rita s/o W. Las Positas	30,300	37,000
21. Stoneridge w/o Johnson	39,200	52,000	54. W. Las Positas w/o Santa Rita	14,400	25,000
22. Johnson n/o Stoneridge	7,800	13,000	55. Santa Rita n/o Stoneridge	31,800	39,000
23. Stoneridge e/o Johnson	33,400	41,000	56. Stoneridge e/o Santa Rita	7,850	27,000
24. Hopyard n/o Owens	34,100	55,000	57. Santa Rita s/o Stoneridge	36,200	63,000
25. Owens e/o Hopyard	14,500	29,000			
26. Hopyard s/o Owens	27,600	34,000			
27. Owens w/o Hopyard	16,100	26,000			
28. Johnson n/o Owens	9,500	13,000			
29. Hopyard n/o Stoneridge	24,000	30,000			
30. Stoneridge e/o Hopyard	19,300	32,000			
31. Hopyard s/o Stoneridge	27,900	31,000			
32. Stoneridge w/o Hopyard	21,400	33,000			

TABLE III-3

**EXISTING AND FUTURE AVERAGE DAILY TRAFFIC**  
(Continued)

<u>Area</u>	<u>1995 ADT</u>	<u>General Plan Buildout ADT</u>	<u>Area</u>	<u>1995 ADT</u>	<u>General Plan Buildout ADT</u>
58. Stoneridge w/o Santa Rita	12,700	35,000	92. Ray e/o Main	6,450	11,000
59. Valley e/o Hopyard	11,700	14,000	93. Main s/o Rose/Neal	8,400	25,000
60. Hopyard s/o Valley	14,400	20,000	94. First s/o Neal	17,600	-
61. Valley w/o Hopyard	12,200	15,000	95. Valley n/o Bernal	11,550	12,000
62. Mohr e/o Santa Rita	4,400	8,000	96. Bernal e/o Valley	18,400	36,000
63. Santa Rita n/o Valley	33,400	57,000	97. Bernal w/o Valley	22,700	46,800
64. Valley e/o Santa Rita	23,400	39,000	98. Old Bernal n/o Bernal	4,400	16,000
65. Santa Rita s/o Valley	20,400	34,000	99. Bernal w/o Old Bernal	17,600	38,000
66. Valley w/o Santa Rita	17,800	20,000	100. Bernal e/o Old Bernal	15,900	34,000
67. Kolln n/o Valley	2,600	-	101. First n/o Bernal	17,400	29,000
68. Black w/o Santa Rita	6,600	8,000	102. Bernal e/o First	7,300	10,000
69. Black e/o Hopyard	6,000	8,000	103. Sunol s/o Bernal	17,300	32,000
70. Hopyard n/o Del Valle	9,200	-	104. Bernal w/o First	14,700	22,000
71. Del Valle e/o Hopyard	2,300	-	105. Sunol e/o I-680	18,600	36,000
72. Division s/o Del Valle	8,300	-	105a. Sunol w/o I-680	7,000	11,000
73. Santa Rita/Main n/o Stanley	17,800	38,000	106. Sunol s/o Castlewood	3,990	-
74. Stanley e/o Main/Santa Rita	4,200	16,000	107. El Charro s/o Friesman	5,670	-
75. Santa Rita/Main s/o Stanley	16,700	37,000	108. Bernal e/o Independence	9,300	-
76. Del Valle w/o Main	3,250	6,000	109. Independence s/o Bernal	2,600	-
77. Stanley w/o California	12,400	37,000	110. Kottinger w/o Bernal	1,400	-
78. California s/o Stanley	2,430	-	111. Palomino e/o Bernal	3,300	-
79. Stanley e/o California	13,300	37,000	112. Busch e/o Valley	3,000	14,000
80. Valley n/o Stanley	18,400	28,000	113. Junipero e/o Sunol	3,000	-
81. Stanley e/o Valley	21,200	36,000	114. Vineyard e/o Montevino	1,750	-
82. Bernal s/o Stanley	8,750	18,000	115. Hacienda n/o Owens	17,700	34,000
83. Bernal s/o Vineyard E.	7,500	12,000	116. Hopyard s/o Black	9,500	14,000
84. Vineyard w/o Bernal	4,800	6,000	117. El Charro n/o Stoneridge	5,000	33,000
85. Bernal s/o Vineyard/Tawny	6,000	8,000	118. Stoneridge w/o El Charro	-	22,000
86. Vineyard e/o Bernal	7,200	11,000	119. Stoneridge e/o El Charro	-	13,000
87. First n/o Vineyard	10,800	25,000	120. El Charro s/o Stoneridge	5,000	27,000
88. Vineyard e/o First	9,400	12,000	121. El Charro n/o Stanley	-	17,000
89. Kottinger e/o Second	2,200	-			
90. St. Mary w/o Main	4,800	-			
91. Peters s/o Division	5,200	-			

*Note: See Figure III-2 for average daily traffic count locations, and Figure III-3 for future average daily traffic.*



TABLE III-4

## EXISTING AND FUTURE VOLUME-TO-CAPACITY RATIOS AND LEVELS OF SERVICE

Number	INTERSECTION		January 1995				General Plan Buildout			
	North-South	East-West	AM		PM		AM		PM	
	Street	Street	V/C	LOS	V/C	LOS	V/C	LOS	V/C	LOS
302	Foothill Rd.	Canyon Wy.	0.42	A	0.84	D	0.62	A	0.79	C
303	Foothill Rd.	Deodar Wy.	0.32	A	0.52	A	-	-	-	-
304	Foothill Rd.	Stoneridge Dr.	0.30	A	0.32	A	0.40	A	0.41	A
305	Foothill Rd.	W. Las Positas Blvd.	0.50	A	0.50	A	0.61	B	0.64	B
306	Foothill Rd.	Bernal Ave.	0.38	A	0.40	A	0.50	A	0.53	A
308	Hopyard Rd.	I-580 W/B Ramp	0.44	A	0.59	A	0.53	A	0.88	D
309	Hopyard Rd.	I-580 E/B Ramp	0.50	A	0.60	A	0.86	D	0.85	D
310	Hopyard Rd.	Owens Dr.	0.62	B	0.69	B	0.84	D	0.90	D
311	Hopyard Rd.	Gibraltar Dr.	-	-	-	-	-	-	-	-
312	Hopyard Rd.	Morse Dr.	-	-	-	-	-	-	-	-
313	Hopyard Rd.	Stoneridge Dr.	0.58	A	0.64	B	0.70	B	0.86	D
314	Hopyard Rd.	Inglewood Dr.	0.36	A	0.44	A	-	-	-	-
316	Hopyard Rd.	W. Las Positas Blvd.	0.50	A	0.59	A	0.80	C	0.88	D
317	Hopyard Rd.	Arthur Dr.	0.45	A	0.51	A	-	-	-	-
318	Hopyard Rd.	Parkside Dr.	0.39	A	0.53	A	-	-	-	-
319	Hopyard Rd.	Valley Ave.	0.45	A	0.53	A	0.50	A	0.80	C
320	Hopyard Rd.	Black Ave.	0.51	A	0.48	A	0.64	B	0.70	B
321	Hopyard Rd.	Del Valle Pkwy.	0.30	A	0.39	A	-	-	-	-
322	Santa Rita Rd.	I-580 W/B Ramp	0.47	A	0.43	A	0.78	C	0.50	A
323	Santa Rita Rd.	Pimlico Dr.	0.59	A	0.70	B	0.88	D	0.86	D
324	Santa Rita Rd.	Rosewood Dr.	0.41	A	0.58	A	0.64	B	0.80	C
325	Santa Rita Rd.	Old Santa Rita Rd.	0.36	A	0.51	A	0.44	A	0.63	B
326	Santa Rita Rd.	W. Las Positas Blvd.	0.47	A	0.53	A	0.70	B	0.88	D
327	Santa Rita Rd.	Stoneridge Dr.	0.60	A	0.59	A	0.87	D	0.90	D
328	Santa Rita Rd.	Mohr Ave.	0.54	A	0.57	A	0.76	C	0.78	C
329	Santa Rita Rd.	Valley Ave.	0.70	B	0.77	C	0.86	D	0.89	D
330	Santa Rita Rd.	Black Ave.	0.51	A	0.55	A	0.70	B	0.81	D
331	Main St.	Stanley Blvd.	0.41	A	0.48	A	1.00	F	1.13	F
332	Main St.	Ray St./St. John St.	0.58	A	0.80	C	1.16	F	1.65	F
334	Main St.	Rose Ave./Neal St.	0.42	A	0.61	B	0.94	E	1.31	F
335	Main St.	Angela St.	-	-	-	-	-	-	-	-
337	First St.	Stanley Blvd.	0.44	A	0.43	A	0.84	D	0.89	D
338	First St.	Vineyard Ave./Ray St.	0.60	A	0.71	C	0.81	D	0.89	D
340	First St.	Angela St.	-	-	-	-	-	-	-	-
342	First St./Sunol Blvd.	Bernal Ave.	0.59	A	0.53	A	0.73	C	0.81	D
343	Sunol Blvd.	Junipero St.	0.47	A	0.46	A	-	-	-	-
344	Springdale Ave.	Stoneridge Dr.	0.34	A	0.47	A	0.45	A	0.68	B
345	Stoneridge Mall Rd.	Stoneridge Dr.	0.44	A	0.56	A	0.69	B	0.87	D
346	I-680 S/B Ramp	Stoneridge Dr.	0.61	B	0.71	C	0.85	D	0.87	D
347	I-680 N/B Ramp	Stoneridge Dr.	0.59	A	0.59	A	0.83	D	0.89	D
348	Johnson Dr.	Stoneridge Dr.	0.57	A	0.59	A	0.73	C	0.88	D

TABLE III-4

**EXISTING AND FUTURE VOLUME-TO-CAPACITY RATIOS AND LEVELS OF SERVICE**  
(Continued)

Number	INTERSECTION		January 1995				General Plan Buildout			
	North-South	East-West	AM		PM		AM		PM	
	Street	Street	V/C	LOS	V/C	LOS	V/C	LOS	V/C	LOS
349	Denker/Franklin	Stoneridge Dr.	0.56	A	0.51	A	0.69	B	0.87	D
350	I-680 SB	W. Las Positas Blvd.	-	-	-	-	0.63	B	0.86	D
351	I-680 NB	W. Las Positas Blvd.	-	-	-	-	0.59	A	0.67	B
352	I-680 S/B Ramp	Bernal Ave.	0.60	A	0.49	A	0.64	B	0.65	B
353	Bernal Ave.	Bernal at Valley (W)	0.48	A	0.53	A	0.57	A	0.80	C
354	I-680 N/B Ramp	Bernal Ave.	0.42	A	0.64	B	0.69	B	0.86	D
355	Willow Rd.	Owens Dr.	0.50	A	0.28	A	0.54	A	0.65	B
357	Willow Rd.	Stoneridge Dr.	-	-	-	-	-	-	-	-
361	Hacienda Dr.	Owens Dr.	0.39	A	0.49	A	0.56	A	0.82	D
362	Hacienda Dr.	Gibraltar Dr. (N)	0.28	A	0.30	A	0.71	C	0.73	C
363	Hacienda Dr.	Stoneridge Dr.	0.40	A	0.48	A	0.62	B	0.73	C
366	Gibraltar Dr.	Stoneridge Dr.	0.25	A	0.39	A	0.76	C	0.89	D
367	Stoneridge Dr.	W. Las Positas Blvd.	0.31	A	0.41	A	0.63	B	0.89	D
368	Owens Dr.	W. Las Positas Blvd.	0.33	A	0.38	A	0.62	B	0.80	C
371	Valley/Bernal	Stanley Blvd.	0.67	B	0.58	A	0.87	D	0.89	D
372	Foothill Rd.	Laurel Creek Wy.	0.29	A	0.43	A	-	-	-	-
378	Bernal Ave.	Vineyard/Tawny	-	-	-	-	0.23	A	0.22	A
379	El Charro Rd.	Stanley Blvd.	-	-	-	-	0.88	D	0.87	D
380	El Charro Rd.	Stoneridge Dr.	-	-	-	-	0.79	C	0.78	C
386	Hacienda Dr.	I-580 W/B Ramp	0.35	A	0.23	A	0.87	D	0.85	D
387	Hacienda Dr.	I-580 E/B Ramp	0.39	A	0.23	A	0.73	C	0.87	D
398	Owens Dr.	Johnson Dr.	0.33	A	0.48	A	0.50	A	0.86	D
405	Chabot Dr.	Stoneridge Dr.	-	-	-	-	-	-	-	-
425	Case/Old Bernal Ave.	Bernal Ave.	0.55	A	0.49	A	0.88	D	0.89	D
437	Valley Ave.	Busch Rd.	-	-	-	-	0.67	B	0.65	B
442	Stanley Blvd.	California Ave.	0.44	A	0.46	A	-	-	-	-
443	Bernal Ave.	Bernal at Vineyard (E)	-	-	-	-	0.38	A	0.52	A
447	Sunol Blvd.	Sycamore/Valley	-	-	-	-	0.73	C	0.74	C
486	Main St.	Del Valle Parkway	-	-	-	-	0.44	A	0.56	A
491	Muirwood Dr.	W. Las Positas Blvd.	-	-	-	-	-	-	-	-
493	Dorman Rd.	W. Las Positas Blvd.	-	-	-	-	-	-	-	-
499	Stoneridge Mall Rd.	Fabian Ct.	0.25	A	0.47	A	-	-	-	-
500	Main St.	Bernal Ave.	-	-	-	-	0.82	D	0.81	D
821	Valley Ave.	Rose Ave.	-	-	-	-	0.35	A	0.35	A
970	I-680 N/B Ramp	Sunol Blvd.	0.56	A	0.67	B	0.70	B	0.58	A
971	I-680 S/B Ramp	Sunol Blvd.	0.71	C	0.52	A	0.40	A	0.64	B
980	Isabel Ave.	Vineyard Ave.	-	-	-	-	0.57	A	0.78	C

*Note: See Figure III-4 for study intersection locations.*

TABLE III-5

## PEAK-HOUR TRAFFIC CONDITIONS - INTERSTATE 580

Location on I-580	Direction	Peak	Existing			2010		
			Capacity	Volume	LOS	Capacity	Volume	LOS
West of Foothill Road	EB	AM	8,000	4,655	A	8,000	5,012	B
		PM	8,000	6,309	C	8,000	8,732	F
	WB	AM	10,000	6,409	B	10,000	9,027	D
		PM	10,000	5,247	A	10,000	6,696	B
West of I-680	EB	AM	10,000	4,670	A	10,000	4,420	A
		PM	10,000	6,400	B	10,000	8,900	D
	WB	AM	10,000	6,460	B	10,000	7,795	C
		PM	10,000	5,180	A	10,000	5,534	A
West of Hopyard Road	EB	AM	10,000	4,890	A	14,000	5,505	A
		PM	10,000	7,220	C	14,000	10,036	C
	WB	AM	10,000	7,190	C	10,000	10,010	E
		PM	10,000	6,860	B	10,000	7,573	C
West of Hacienda Drive	EB	AM	8,000	4,340	A	10,000	5,970	A
		PM	8,000	7,250	E	10,000	9,968	E
	WB	AM	8,000	7,370	E	10,000	9,850	E
		PM	8,000	6,180	C	10,000	7,521	C
West of Santa Rita Road	EB	AM	10,000	3,540	A	10,000	4,895	A
		PM	10,000	7,630	C	10,000	10,439	F
	WB	AM	10,000	7,760	C	10,000	10,375	F
		PM	10,000	5,580	A	10,000	7,260	C
West of El Charro Road	EB	AM	8,000	3,730	A	8,000	4,759	A
		PM	8,000	7,770	E	8,000	11,136	F
	WB	AM	8,000	7,540	E	8,000	10,258	F
		PM	8,000	5,470	B	8,000	6,810	D

Notes: - East-bound I-580 west of Hopyard Road capacity includes the two-lane flyover from south-bound I-680.  
 - The 2010 Tri-Valley Model does not include the Hopyard Road access from the southbound I-680 flyover. If the Hopyard Road access is allowed, then east-bound I-580 west of Hopyard Road would increase by approximately 500 vehicles in the peak hours.

Source: TJKM/City of Pleasanton (existing).  
 Tri-Valley Model (2010).



**TABLE III-5**  
**PEAK-HOUR TRAFFIC CONDITIONS - INTERSTATE 680**

<u>Location on I-680</u>	<u>Direction</u>	<u>Peak</u>	<u>Existing</u>			<u>2010</u>		
			<u>Capacity</u>	<u>Volume</u>	<u>LOS</u>	<u>Capacity</u>	<u>Volume</u>	<u>LOS</u>
South of I-580	NB	AM	8,000	3,500	A	8,000	4,366	A
		PM	8,000	5,260	B	8,000	5,363	B
	SB	AM	8,000	5,040	B	8,000	4,881	B
		PM	8,000	4,660	A	8,000	4,768	A
South of Stoneridge Drive	NB	AM	6,000	3,470	A	6,000	4,482	C
		PM	6,000	4,740	C	6,000	4,873	D
	SB	AM	6,000	4,000	B	6,000	4,389	C
		PM	6,000	4,000	B	6,000	4,823	C
South of W. Las Positas Bl.	NB	AM	6,000	3,470	A	6,000	3,990	B
		PM	6,000	4,740	C	6,000	5,267	D
	SB	AM	6,000	4,000	B	6,000	5,153	D
		PM	6,000	4,000	B	6,000	5,159	D
South of Bernal Avenue	NB	AM	6,000	2,668	A	6,000	2,580	A
		PM	6,000	4,481	C	6,000	4,643	C
	SB	AM	6,000	4,000	B	6,000	5,009	D
		PM	6,000	3,338	A	6,000	3,850	B
South of Sunol Blvd.	NB	AM	6,000	2,661	A	6,000	2,772	A
		PM	6,000	4,760	C	6,000	5,942	E
	SB	AM	6,000	4,622	C	6,000	6,331	F
		PM	6,000	3,332	A	6,000	3,968	B

Source: TJKM/City of Pleasanton (existing).  
Tri-Valley Model (2010).

**TABLE III-6**  
**CRITICAL INTERSECTION IMPROVEMENTS**

No.	Intersection		General Plan Buildout without improvements				Improvements	General Plan Buildout with improvements			
			A.M.		P.M.			A.M.		P.M.	
	N-S Street	E-W Street	V/C	LOS	V/C	LOS		V/C	LOS	V/C	LOS
302	Foothill Rd.	Dublin Canyon Rd.	0.62	B	1.07	F	Add second WB right, triple EB left, add one NB through lane	0.59	A	0.78	C
309	Hopyard Rd.	I-580 EB	1.01	F	0.87	D	Restripe EB triple right with one shared	0.86	D	0.85	D
310	Hopyard Rd.	Owens Dr.	0.87	D	1.10	F	No WB left, add WB through, four NB through lanes, triple EB left	0.84	D	0.90	D
327	Santa Rita Rd.	Stoneridge Dr.	0.96	E	1.20	F	Restripe WB with double left/double through, EB triple through, widen one lane SB south of Stoneridge Dr.	0.87	D	0.90	D
328	Santa Rita Rd.	Mohr Ave.	0.90	D	0.93	E	Restripe WB with one right and one shared left-through lane	0.88	D	0.90	D
329	Santa Rita Rd.	Valley Ave.	1.12	F	1.23	F	Add WB double left, NB triple through and NB right	0.86	D	0.89	D
331	Main St.	Stanley Blvd.	1.00	E	1.13	F	Add WB double left, NB exclusive right	0.82	D	0.87	D
332	Main St.	St. John/Ray	1.30	F	1.80	F	Add exclusive EB and SB right	1.16	F	1.65	F
334	Main St.	Rose Av./Neal St.	0.94	F	1.31	F	No mitigation	-	-	-	-
337	First St.	Stanley Blvd.	1.12	F	1.31	F	Increase NB and SB through lanes to two, add exclusive WB left and NB right	0.84	D	0.89	D
338	First St.	Ray/Vineyard	0.87	D	0.97	E	Add one SB through lane	0.81	D	0.89	D
345	Stoneridge Mall Rd.	Stoneridge Dr.	0.90	D	0.91	E	Restripe for triple SB left and double WB right	0.69	B	0.87	D
346	I-680 SB	Stoneridge Dr.	0.92	E	0.90	D	Restripe for triple SB left	0.85	D	0.87	D
348	Johnson Dr.	Stoneridge Dr.	0.73	C	0.92	E	Add second SB right lane	0.73	C	0.88	D
350	I-680 SB	W. Las Positas Bl.	-	-	-	-	New interchange	0.63	B	0.86	D
351	I-680 NB	W. Las Positas Bl.	-	-	-	-	New interchange	0.59	A	0.67	B
352	I-680 SB	Bernal Ave.	0.64	B	0.65	B	Add second NB free right-turn lane	0.64	B	0.65	B
353	Valley Ave.	Bernal Ave.	-	-	-	-	Add south leg, add one EB, SB, and WB through, one EB right, one WB left lane	0.57	A	0.80	C
354	I-680 NB	Bernal Ave.	0.69	B	0.86	D	Add second WB free right	0.69	B	0.86	D
355	Willow Rd.	Owens Dr.	-	-	-	-	Add north leg for BART station	0.54	A	0.65	B
366	Gibraltar Dr.	Stoneridge Dr.	0.80	C	0.95	E	Restripe NB to one right and one through, add one EB through, restripe SB to two left-turn lanes	0.59	A	0.79	C
379	El Charro Rd.	Stanley Blvd.	-	-	-	-	New intersection	0.88	D	0.87	D
380	El Charro Rd.	Stoneridge Dr.	-	-	-	-	New intersection	0.79	C	0.78	C
425	Case/Old Bernal	Bernal Ave.	1.02	F	1.33	F	Add one SB right, restripe EB double left and shared right	0.88	D	0.89	D
437	Valley Ave.	Busch Rd.	0.96	E	0.96	E	Add NB and WB exclusive right	0.83	D	0.75	C
447	Sunol Blvd.	Sycamore/Valley	-	-	-	-	Add west leg	0.73	C	0.74	C
486	Main St.	Del Valle Pkwy	1.08	F	1.36	F	Restripe for double SB through, add one NB through and EB left lane	0.69	B	0.84	D
821	Valley Ave.	Rose Ave.	-	-	-	-	New intersection	0.35	A	0.35	A
970	I-680 NB Ramp	Sunol Blvd.	1.01	F	1.01	F	Convert NB right to free right, add one EB through	0.70	B	0.58	A
971	I-680 SB Ramp	Sunol Blvd.	0.93	E	0.86	D	Convert WB right to free right	0.40	A	0.64	B

V/C = volume-to-capacity ratio.

LOS = Level of Service.

In general, V/C ratios cannot be greater than 1.00, unless the lane capacity assumptions are too low. Also, if future demand projections are considered for analytical purposes, a ratio greater than 1.00 might be obtained, indicating that the projected demand would exceed the capacity.

TABLE III-7

## FUTURE ROADWAY LANE CONFIGURATION BY ROADWAY SEGMENT

<u>Street</u>	<u>From</u>	<u>To</u>	<u>Future Cross Section</u>	<u>Improvement Year</u>
Bernal Ave.	Foothill Rd.	I-680	4 Divided	1995-2000
	I-680	Valley Ave.	6 Divided	1995-2000
	Valley Ave.	Independence Dr.	4 Divided	
	Independence Dr.	Angela St.	2 Divided	
Busch Rd.	Angela Ave.	Stanley Blvd.	4 Divided	2000-2005
	El Charro Rd.	Valley Ave.	4 Divided	2005-2010
	Foothill Rd.	Stoneridge Mall Rd.	5 Divided	1995-2000
	Owens Dr.	Gibraltar Dr.	4 Divided	
Coronado Ln.	Gibraltar Dr.	Inglewood Dr.	3 W/2WLTL	
	Hopyard Rd.	W. Las Positas Blvd.	3 W/2WLTL	
	Hopyard Rd.	Main St.	2 Divided	
	Main St.	First St.	3 W/2WLTL	
Del Valle Pkwy.	First St.	Bernal Ave.	3W/2WLTL	2000-2005
Del Valle/Stanley Bl.	Foothill Rd.	Stoneridge Mall Rd.	4 Divided	
Deodar Wy.	Foothill Rd.	City limits	4 Divided	2000-2005
Dublin Canyon Wy.	Foothill Rd.	Stoneridge Dr.	6 Divided	2005-2010
El Charro Rd.	I-580	Stanley Blvd.	4 Divided	2005-2010
Foothill Rd.	Stoneridge Dr.	Stoneridge Dr.	6 Divided	
	I-580	Muirwood Dr. S.	4 Divided	1995-2000
	Stoneridge Dr.	Castlewood Dr.	3 W/2WLTL	2000-2005
	Muirwood Dr. S.	Stoneridge Dr.	4 Divided	
Gibraltar Dr. N.	Hopyard Rd.	Stoneridge Dr.	4 Divided	
Gibraltar Dr. S.	Willow Rd.	Stoneridge Dr.	4 Divided	
Hacienda Dr.	I-580	W. Las Positas Blvd.	6 Divided	
Hopyard Rd.	I-580	Valley Ave.	6 Divided	
Inglewood Dr.	Valley Ave.	Division St.	4 Divided	2000-2005
	Hopyard Rd.	Willow Rd.	3 W/2WLTL	
	Foothill Rd.	Stoneridge Mall Rd.	4 Divided	
	Santa Rita Rd.	500' n/o Santa Rita Rd.	4 Divided	
Laurel Creek Wy.	Johnson Dr.	Hopyard Rd.	4 Divided	
Old Santa Rita Rd.	Hopyard Rd.	W. Las Positas Blvd.	6 Divided	
Owens Dr.	Fair St.	Valley Ave.	3 W/2WLTL	2000-2005
Rose Ave.	Owens Dr.	Santa Rita Rd.	6 Divided	
Rosewood Dr.	I-580	Valley Ave.	6 Divided	
Santa Rita Rd.	Valley Ave.	Main St.	4 Divided	
Springdale Ave.	Stoneridge Mall Rd.	Stoneridge Dr.	4 Divided	
Stanley Blvd.	First St.	Planning Boundary	4 Divided	
	Main St.	First St.	3 W/2WLTL	



TABLE III-7

**FUTURE ROADWAY LANE CONFIGURATION BY ROADWAY SEGMENT**  
(Continued)

<u>Street</u>	<u>From</u>	<u>To</u>	<u>Future Cross Section</u>	<u>Improvement Year</u>
Stoneridge Dr.	Foothill Rd.	El Charro Rd.	6 Divided	2000-2005
Stoneridge Mall Rd.	Stoneridge Mall Rd.	Stoneridge Mall Rd.	5 W/2WLTL	
	Stoneridge Mall Rd.	Stoneridge Dr.	4 Divided	
Sunol Blvd.	First St.	Sycamore/Valley	4 Divided	1995-2000
	Sycamore/Valley	I-680	6 Divided	2000-2005
	I-680	Castlewood Dr.	4 Divided	2005-2010
Vallecitos Rd./Hwy. 84	I-680	Isabel Ave.	6 Divided	1995-2000
	Isabel Ave.	I-580	6 Divided	2000-2005
Valley Ave.	Bernal Ave.	Stanley Blvd.	4 Divided	
	Sunol Rd.	Bernal Ave.	3 W/2WLTL	1995-2000
Vineyard Ave.	Bernal Ave.	4,000' e/o Bernal Ave.	4 Divided	1995-2000
	4,000' e/o Bernal Ave.	Isabel Ave.	3 W/2WLTL	1995-2000
Willow Rd.	Owens Dr.	W. Las Positas Blvd.	4 Divided	
W. Las Positas Blvd.	Foothill Rd.	Hopyard Rd.	4 Divided	2000-2005
	Hopyard Rd.	Santa Rita Rd.	6 Divided	
	Santa Rita Rd.	Staples Ranch	4 Divided	
W. Las Positas Blvd.	I-680		Interchange	2005-2010

- Notes:
1. Street sections not listed are two-lanes undivided.
  2. Distances are approximate.
  3. 3 W/2WLTL = three lanes, one of which is a two-way left-turn lane.
  4. State Route 84 in Livermore, two lanes needed 1995-2000.

TABLE III-8

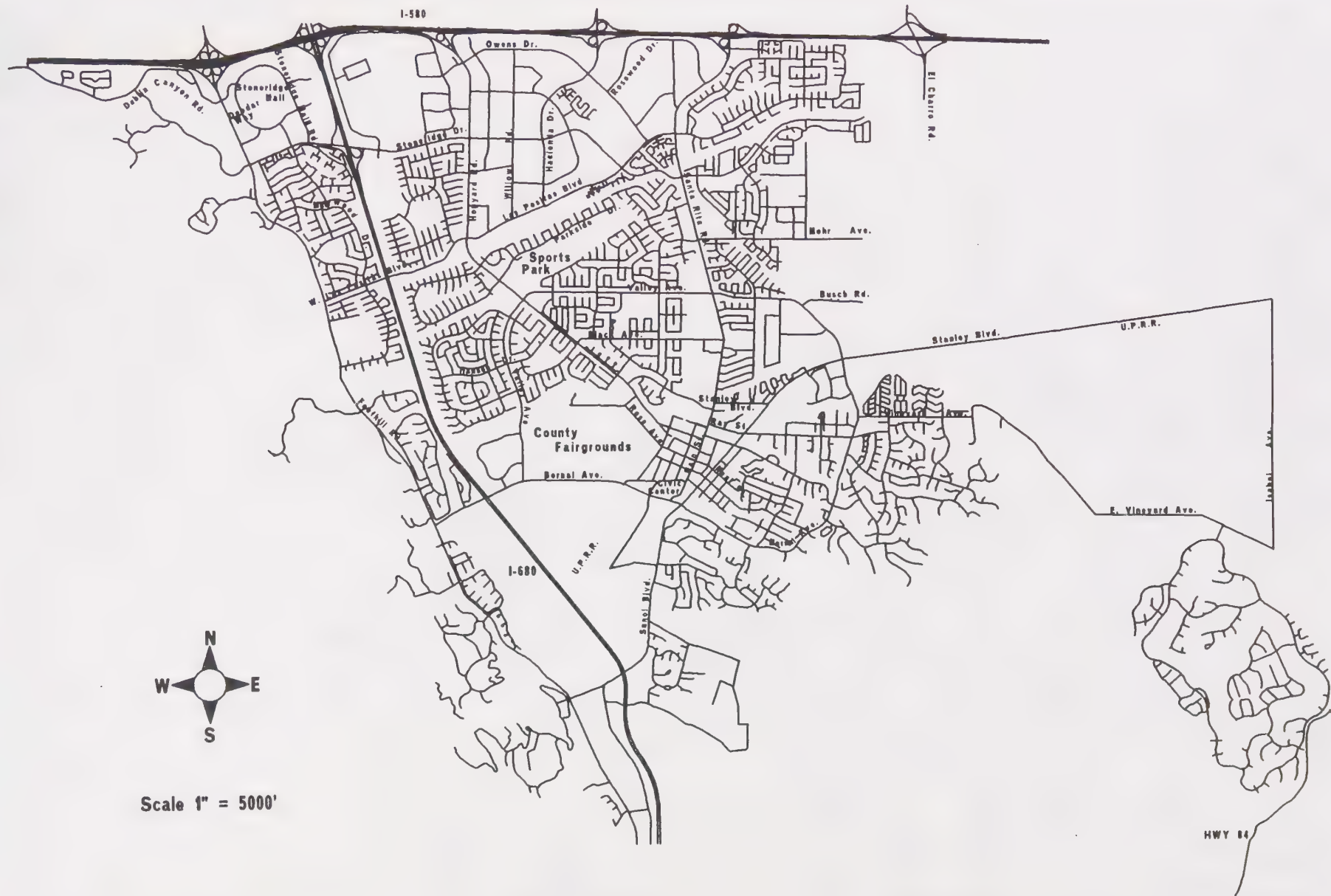
## CURRENT DAILY RIDERSHIP OF TRI-VALLEY TRANSIT SYSTEMS

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<u>System</u>	<u>Line</u>	<u>Average Weekday Ridership</u>	<u>Average Monthly Ridership</u>
BART/AC Transit	U	521	16,232
	UL	694	15,963
	UP	429	9,864
	DX	607	13,951
	DL (Weekend Only)	-	3,824
	UX	153	3,527
Wheels/LAVTA		3,700	80,000

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Source: BART May 1995 ridership and LAVTA ridership information.



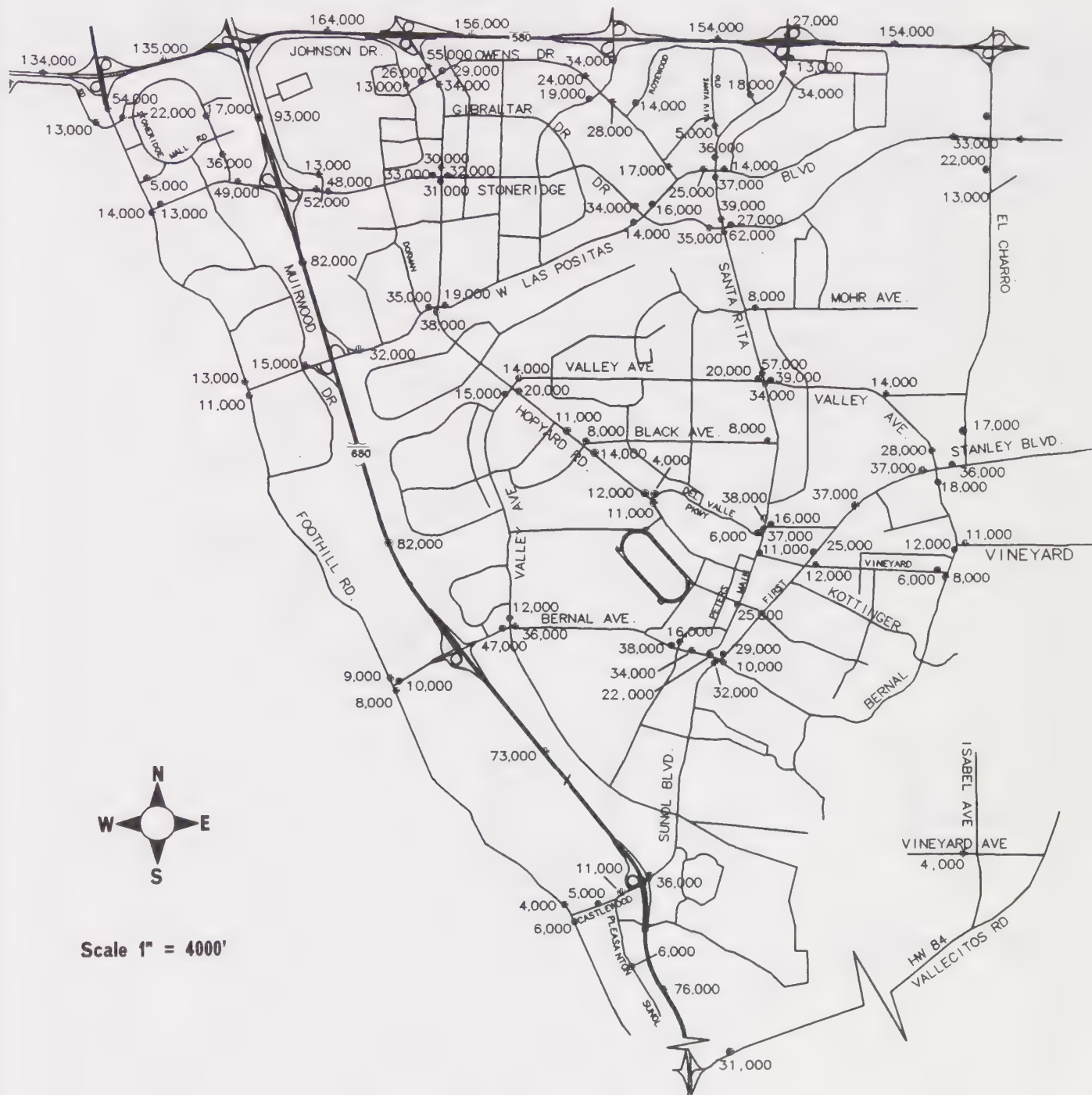
# THE PLEASANTON PLAN

Figure III-1  
Existing Street Network





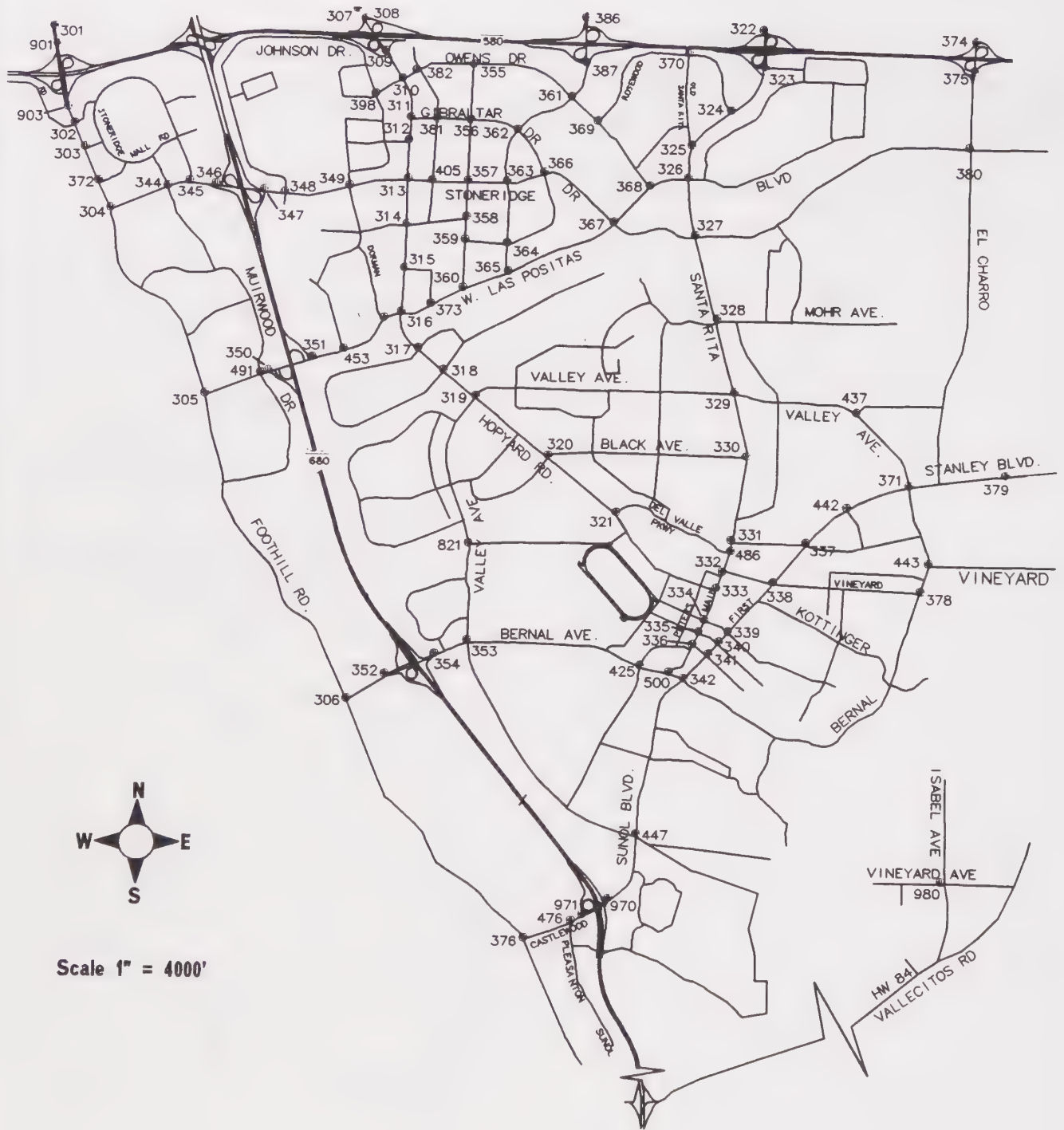




# THE PLEASANTON PLAN

**Figure III-3**  
**Future Average**  
**Daily Traffic**





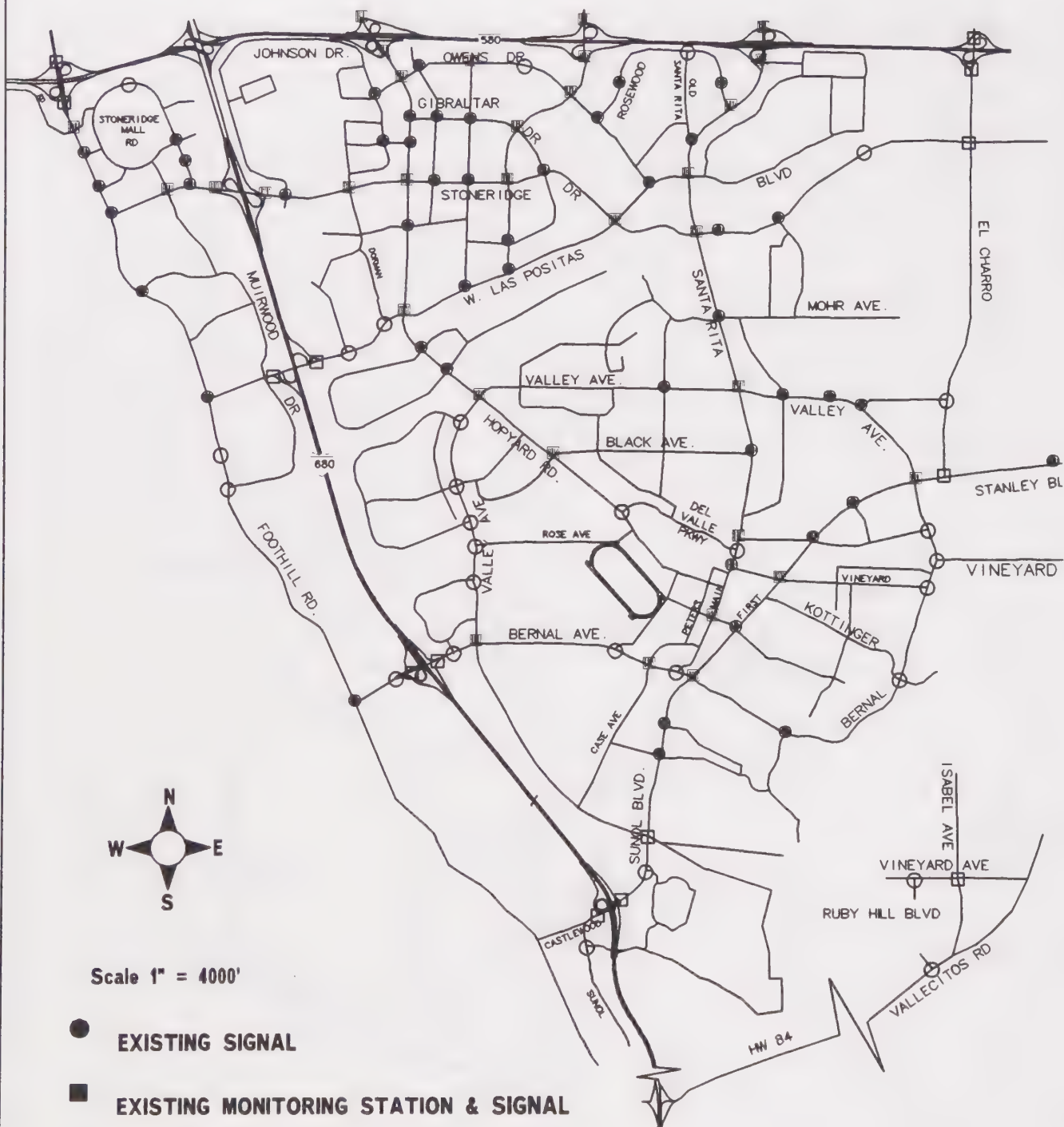
# THE PLEASANTON PLAN

Figure III-4  
Study Intersections





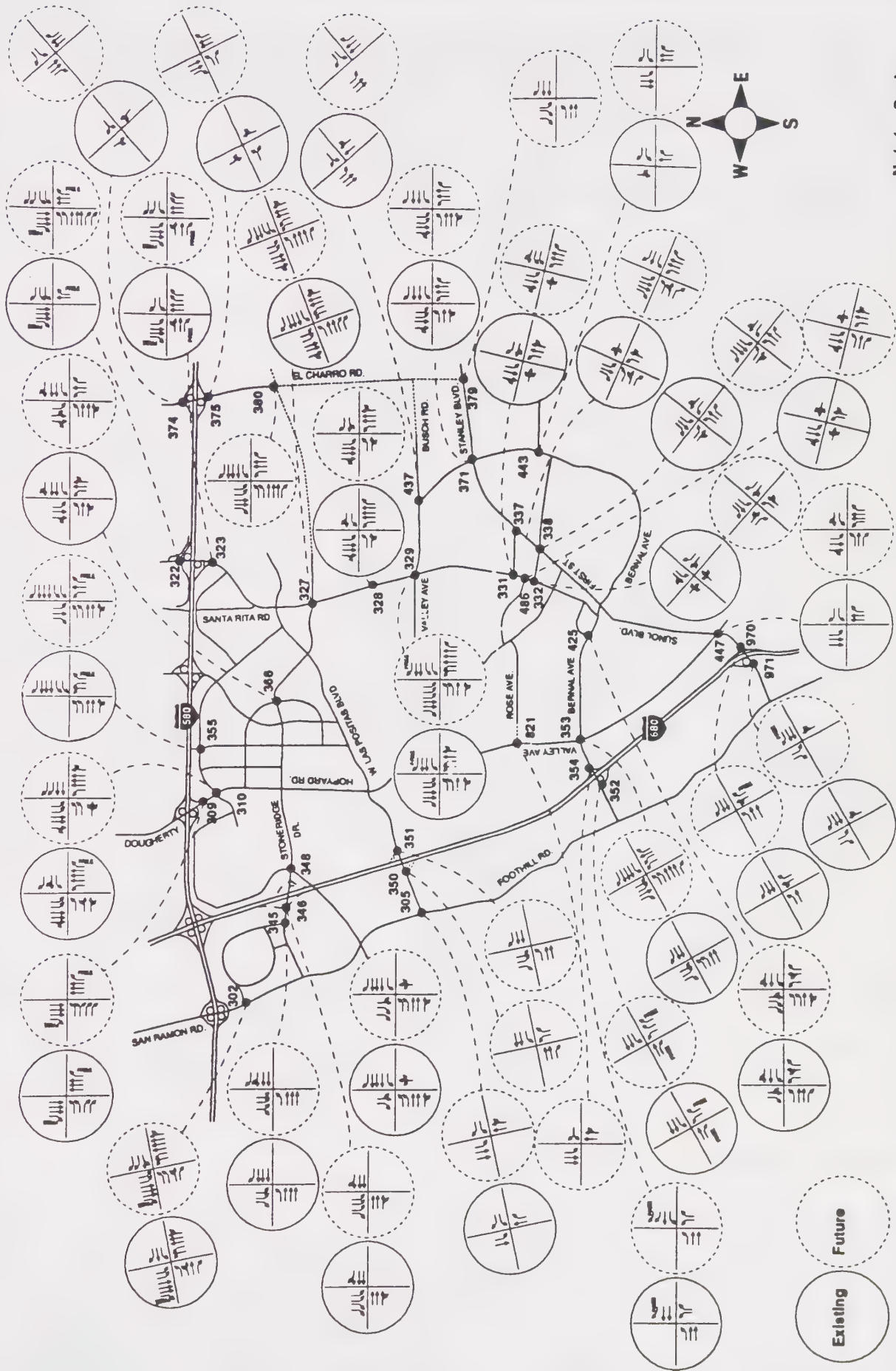




# THE PLEASANTON PLAN

Figure III-6  
Existing and Future  
Traffic Signal Locations





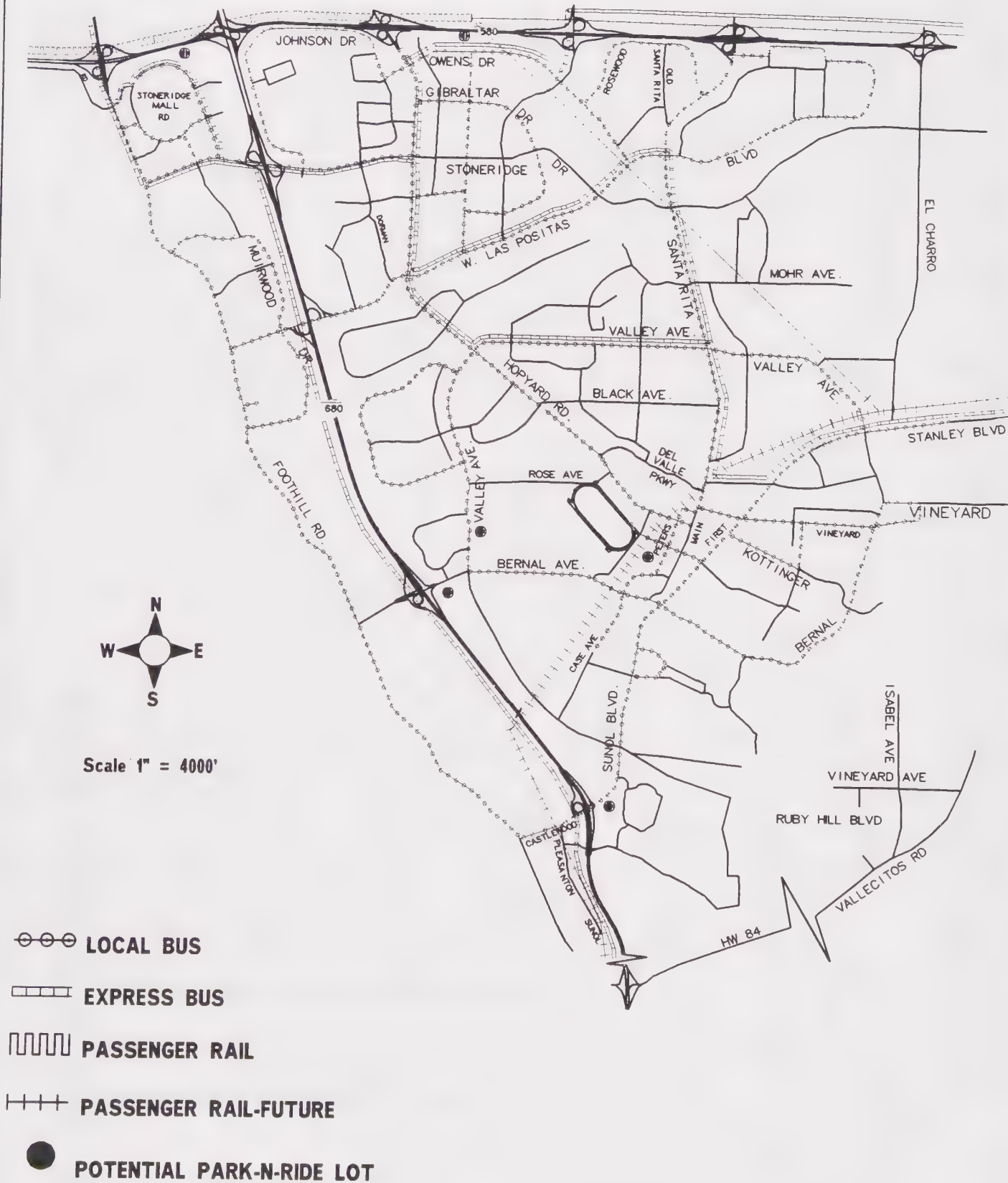
Not to Scale



Figure III-7  
Proposed Intersection  
Improvements

# THE PLEASANTON PLAN





# THE PLEASANTON PLAN

**Figure III-8**  
**Proposed Transit**  
**System**





# THE PLEASANTON PLAN

Figure III-9  
Community Trails Master Plan







THE PLEASANTON GENERAL PLAN

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IV. HOUSING ELEMENT





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## IV. HOUSING ELEMENT

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### PURPOSE

The Housing Element is intended to help meet the State goal of attaining **decent housing and a suitable living environment for every California family**. In order to meet this goal, State law<sup>1</sup> requires each City's Housing Element to include an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives and scheduled programs for the preservation, improvement and development of housing. The Housing Element also must identify adequate sites for housing of all types and make adequate provision for the existing and projected needs of all economic segments of the community.

### COMPONENTS OF HOUSING SUPPLY AND DEMAND

#### Housing Stock

---

Pleasanton has grown from a small agricultural village in the mid-1800's to a bedroom community in the mid-1900's to its current status as an expanding regional employment center. The City's existing housing stock reflects this varied history in terms of its mix of types, tenure, age and condition.

#### Amount

---

As of January 1, 1995, Pleasanton contained **21,180 housing units**. The housing **vacancy rate was 5.11 percent**. Occupied housing units had an average of **2.84 persons per unit** resulting in a population of **57,347 persons**.

Based on staff forecasts of residential construction and current Growth Management Program allocations, Pleasanton could add approximately 3,750 housing units over the next five years, resulting in a population of about 67,000 by the year 2000. Buildout of all residential land within the Planning Area is projected to occur about the year 2004 or later, at which time the City will support a **population of about 74,500**. The City's **growth estimates** are somewhat different than the Association of Bay Area Governments (ABAG) projections<sup>2</sup> for Pleasanton, which forecast a population of 63,200 by the year 2000 and 79,900 by the year 2010. ABAG's projections include extensive documentation of fertility and survival rates, net migration and other demographic components of future population growth. Pleasanton's actual growth will also depend on other factors, such as the City housing cap, Growth Management regulations, interest rates, employment growth, and infrastructure constraints. A comparison of residential growth projections between the City and ABAG is shown in Figure IV-1.

At General Plan buildout, the Pleasanton Planning Area is projected to contain about 29,000 housing units. The distribution of existing and future housing units by neighborhood is shown in Figure IV-4. This assumes that all residential land within the 48,000-acre Planning Area is built at average densities (see Table II-4 in the Land Use Element).

## Rate of Growth

---

The growth of Pleasanton's housing stock has fluctuated since 1970, as shown in Table IV-1. The construction of several thousand housing units during the early 1970's led to an overburdened sewage treatment system and a resulting slowdown of housing growth during the late 1970's. These fluctuations resulted in the City adopting a **Growth Management Program**<sup>3</sup> in 1978 which managed the residential growth rate according to infrastructure and environmental quality constraints. Since the time the Growth Management Program (GMP) was adopted, the City has made substantial progress in reducing these constraints and has modified the procedures accordingly. The City has maintained its GMP in order to continue to phase residential growth according to the availability of infrastructure, ensure environmental sensitivity, and manage the supply of buildable residential sites to meet continued future demand.

Since 1986, the GMP has been revised to also include various quality of life indicators which assist the City Council in determining the appropriate rate and type of residential development within the city limits. The City currently regulates the number of housing units which can be approved in each year using a range of between 0 to 650 units annually with an additional 100 units reserved for projects containing 25 percent or more lower-income units.

The Growth Management Program has assisted the City in meeting its share of total **regional housing need** as shown in Table IV-5. Between 1988 and 1995, a total of 4,867 housing units were constructed in Pleasanton, thus exceeding the City's regional allocation of 3,547 units for the period of

1988 to 1995. ABAG's allocation is based on an assessment of infrastructure (e.g., sewer capacity), municipal services (e.g., police response times), public facilities (e.g., school capacities), employment growth, and housing need.

Projects are granted **growth management** approval based upon their compliance with City policies, such as the provision of lower-income housing units and the construction of public facilities. The City distributes Growth Management approvals over time using negotiated agreements for most projects. The Growth Management Program also provides exemptions for lower-income projects and for small projects of five units and less. Negotiated agreements typically divide large projects into yearly phases of 30 to 100 units. Smaller projects of 50 units or less constitute the remainder of the allocations in each year.

Since 1986, the City has strengthened its commitment to lower-income housing by including a specific set-aside as part of the growth management process. **Exemptions** are granted for small projects (five units or less) and up to 100 units per year for projects which include 25 percent or more units affordable to lower-income households. This exemption has effectively stimulated the production of lower-income housing in Pleasanton, as shown in Table IV-5.

Sufficient infrastructure and public facilities have been planned (see Public Facilities Element) to accommodate the projected amount of residential growth through buildout of the Planning Area.

Housing Element Policies 6, 7, 8, and 11 contain specific objectives for meeting the City's share of regional housing needs for all



economic segments of the community to buildout of the General Plan using the incentives contained in the Growth Management Program.

### **Type and Density**

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Pleasanton has historically been a City of **predominantly single-family homes** in traditional subdivisions of three to five units per acre. About 64 percent of the existing housing stock consists of detached single-family homes built at low or medium densities of eight units per acre or less. The lack of vacant land for large developments in urban portions of the Bay Area has led in part to an escalation of land values. This has resulted in an acceptance of smaller houses on smaller lots which are more affordable to middle-income households.

Since 1986, the City has constructed about 3,500 attached and multiple-family housing units and has increased the proportion of attached units from 26 percent to 36 percent, as shown in Table IV-12. In the future, the proportion of multiple-family housing is projected to decline somewhat as additional single-family construction takes place in peripheral areas. At buildout of the General Plan, about 32 percent of the total housing stock is projected to be attached single-family and multiple-family units (not including development on the San Francisco Water Department Bernal site), as shown in Table IV-14.

Housing Element Policies 1, 2, and 3 contain specific objectives for increasing the diversity of housing types and densities to buildout of the General Plan.

### **Tenure**

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Housing tenure refers to the status of the occupant, whether he/she owns or rents the unit. Housing tenure tends to conform to the type of housing unit. For example, multiple-family units tend to be renter-occupied and single-family units tend to be owner-occupied. In 1990, the latest date for which accurate data is available, **owner-occupied units** comprised 70 percent of the housing stock while rental units comprised the remaining 30 percent. The mix of renter- and owner-occupied units is difficult to estimate exactly because some single-family homes are rented, and some multiple-family homes such as condominiums are owner-occupied. In 1990, for example, nine percent of single-family homes which are traditionally owner-occupied were being rented, while 28 percent of multiple-family units, including mobile homes, were owner-occupied.

Since 1986, the City has approved about 2,500 **apartment units**. Apartments constituted 30 percent of units constructed since 1986.<sup>4</sup> The City has adopted a **condominium conversion ordinance** which helps protect tenants in apartments proposed for conversion.<sup>5</sup>

Housing Element Policies 4 and 5 contain specific objectives for providing and maintaining an adequate supply of rental and owner-occupied units to buildout of the General Plan.

### **Age, Condition, and Overcrowding**

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Pleasanton has a relatively **new housing stock**. Also, there are several hundred older buildings in the Downtown area which have been restored or well maintained. Only 660 units, or three percent of the existing

housing stock, were built prior to 1950. An additional 20 percent of the existing stock was constructed between 1950 and 1970 while 77 percent has been built in the past twenty-five years (Table IV-2).

The housing stock is in **excellent condition**, as might be expected with such newly-built structures. As of 1990, only 13 units lacked complete individual plumbing facilities, and only 43 units lacked complete kitchen facilities. The City's Building Department estimates that no more than 100 units require major rehabilitation, and no more than ten require replacement, city-wide. No units lacked adequate heating equipment. With an average of 6.2 rooms per unit, very few examples of overcrowding exist in Pleasanton. As of 1990, only 1.6 percent, or 312 units (212 of which were renter-occupied), contained more than one resident per room.

Since 1986, the City has rehabilitated relatively few substandard units. This is because of the allocation of most of the City's housing related resources to meeting housing needs through new construction. At the same time, the City has lost only 30 units to demolition, all of which have been replaced with a greater number of new units. In the short-term, housing condition is unlikely to change significantly. However, in the next five or ten years, homes that were constructed in the 1950's may begin to experience structural problems unless they are well maintained and, in some cases, rehabilitated. The 660 units built prior to 1950 will require increasing maintenance to avoid demolition in the long-term. Most of the units with structural problems are located in the **Downtown area** which is targeted as a specific plan area to address these and other issues.

Housing Element Policies 12, 13, and 14 contain specific objectives for maintaining and improving the condition of the City's existing housing stock.

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## Population

**Population growth** closely parallels the development of housing. In Pleasanton, population tripled during the 1960's, doubled during the 1970's, and increased by 44 percent in the 1980's. Due to residential growth management and other factors, population growth slowed during the first half of the 1990's to roughly three percent annually. As of January 1, 1995, the population within the City limits of Pleasanton was 57,347, with an additional 500 persons residing in unincorporated places within the Planning Area.

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## Ethnic and Social Diversity

Pleasanton's population is generally less racially mixed than other cities in Alameda County. As of 1990, Pleasanton's population was 90.7 percent White, 5.8 percent Asian, 1.4 percent Black, 0.4 percent American Indian or Eskimo, and 1.7 percent "Other." In addition, 6.7 percent of the total population was classified as "Hispanic." The City also has generally fewer households with "**special needs**" such as disabled, single-parent and farm worker households, and the homeless than other cities in California, as shown in Table IV-9. However, as of 1990, Pleasanton was home to about 900 households headed by single female parents with children and about 1,600 households with senior citizens over 65 years, some of which had special housing needs.



## Age

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Pleasanton has a **younger population** than California as a whole, with a median age of 33.4 years as of 1990. The median age has gradually increased from 26 years in 1970, indicating the slow aging of the population. As of 1990, about seven percent of the population was pre-school age, 18 percent were school-aged children, five percent college-age, 22 percent young adults, 42 percent middle age, and six percent were senior citizens, as interpreted from Figure IV-3. ABAG projects a gradual aging of the population as Pleasanton progresses toward buildout.

## Household Size

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Pleasanton's family-oriented population, as discussed in the Community Character Element, is illustrated by the City's larger than average household size. Large families require larger homes, and the housing stock in Pleasanton serves large families well. In 1990, families comprised 86 percent of households in Pleasanton compared with 69 percent in California as a whole. In 1990, Pleasanton averaged 2.856 persons per household compared with about 2.51 for Alameda County as a whole.<sup>6</sup> **Household size** varies according to the type of unit. In 1990, for example, single-family households averaged 3.09 persons while multiple-family units averaged only 2.05. Household size has decreased in recent years due to the postponement of marriage among baby boom individuals, fewer children per household, higher divorce rates, and increasing numbers of single elderly people. Average household size in Pleasanton is projected to gradually decrease to 2.65 persons per household by the year 2010, as the existing childhood population matures and the baby boom

generation ages past its child rearing years (Table IV-3).

In the future, two trends will gradually change the make-up of Pleasanton's population. Increasing numbers of young adults and middle-aged workers will locate to the City as **job opportunities** increase. This will tend to increase the number of singles and families with children as Pleasanton attracts resident workers from a variety of socio-economic backgrounds. This trend will have an effect on social and commercial services and school and community facility needs. In addition, the existing population in Pleasanton will gradually age and require greater levels of service related to **senior citizens** than are needed today.

Since 1986, the City has responded to these trends by assisting in the provision of additional elementary school sites, a new middle school, day care facilities, subsidized senior apartments, and a senior center.

Housing Element Policies 19 and 20 contain specific objectives for maintaining and improving housing opportunities for all segments of the population.

## Employment

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Another factor which contributes significantly to the demand for housing in Pleasanton is the amount and type of employment located within the Planning Area and the Tri-Valley. Pleasanton's transformation from a bedroom community to a regional job center is resulting in a demand by workers for housing within commute distance to Pleasanton. A certain percentage of workers employed in Pleasanton will also seek housing in Pleasanton, and a certain percentage of workers employed outside of Pleasanton will seek housing here.

The key to accommodating employment-generated housing need is to recognize that these various types of **commute behavior** occur within an area much larger than Pleasanton itself and to provide housing opportunities within a reasonable commute distance to local jobs.

Figure IV-2 illustrates two **projections of employment growth** in Pleasanton. The Association of Bay Area Governments (ABAG) makes projections based on Pleasanton's share of regional economic growth. Its projections take into account the square footage the City has approved for employment generating uses, but do not assume that all of this space will be absorbed by the market. In 1985, Gruen Gruen + Associates also projected employment growth but used a different method which assumed that future tenants will occupy industrial, commercial, and office space according to average employment densities. Although the two projections assume substantially different levels of existing employment, they project similar rates of employment increases averaged over the next fifteen years — between about 1,400 jobs (Gruen) and 1,500 jobs (ABAG) per year.

Since 1986, the City has added about 10,300 jobs, or about 1,300 per year. At buildout, the Pleasanton Planning Area could accommodate about 68,254 jobs assuming development of all land designated as commercial, office, or industrial at the average densities shown in Tables II-3 and II-4 in the Land Use Element.

Housing Element Policy 11 calls for managing housing growth according to employment development, housing need, and other factors.

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## Commute Patterns

In 1994, 26 percent of the 33,200 **employed residents** of Pleasanton worked in the City, an additional 27 percent held jobs within the Tri-Valley, and the remaining 47 percent worked outside the Tri-Valley, mostly in the East Bay and San Francisco. Of the 30,100 jobs located in Pleasanton in 1994, about 21 percent were held by Pleasanton residents, and about 79 percent were held by people who commuted into the City from other locations. The net result of this commuting pattern in 1994 was about 24,600 residents commuting out of Pleasanton and about 23,900 workers commuting into Pleasanton, a net out-commute.<sup>7</sup>

The number of jobs created in Pleasanton during the past 15 years has tended to balance the relationship of jobs to housing. The estimated ratio of jobs to housing as of 1994 was 0.91 jobs per resident worker.<sup>7</sup> The relationship of **jobs, housing, and commuting** is discussed in greater detail in the Land Use Element.

Housing Element Policy 11 contains specific objectives for managing housing development according to employment growth and other factors.

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## Income

As of the 1990 census, Pleasanton's mean income for households was \$70,670, 26 percent greater than the Bay Area mean household income of \$56,000. Table IV-4 shows the distribution of income levels for Alameda County in 1990. Residential purchase and rental trends in 1990 indicate a greater proportion of upper-income families (large single-family homes) and lower-income families (apartments and condominiums) and a decrease in moderate-income households.



In the future, household incomes in Pleasanton are projected to increase in relative proportion to those elsewhere in Alameda County. ABAG<sup>2</sup> projects that mean household incomes in Pleasanton will reach \$86,300 (in 1990 dollars) compared with \$61,400 for Alameda County by the year 2010.

Housing Element Policies 6, 7, and 8 include specific objectives for meeting the needs of all income-level households within Pleasanton.

## HOUSING NEEDS

### Regional Housing Needs

California housing law<sup>1</sup> requires every city to analyze population and employment trends and to quantify housing needs for all income levels including the city's share of regional housing. The State Department of Housing and Community Development (HCD) is responsible for overseeing the implementation of these State housing requirements. The Association of Bay Area Governments (ABAG), in cooperation with HCD, has established Pleasanton's regional housing need share to be 3,547 units. ABAG determined this need according to four income levels over the period 1988-1995. Pleasanton's 3,547 units represent roughly the number of housing units needed to meet ABAG's population projections for Pleasanton to the year 1995. Although the City is not required to build these units, the State requires a good faith effort to provide sufficient opportunities for meeting these housing needs.

HCD is in the process of reevaluating the issue of regional housing targets and its methodology for assigning housing shares. The agency has not established new housing goals beyond the 1988-1995 period. Revised

and updated targets are not expected from ABAG until at least 1998.

For the period 1988 through 1995, Pleasanton exceeded its goal for the provision of its share of regional needs for "above-moderate-income" and "moderate-income" housing and built 79 percent of its share of "low-income" housing, as shown in Table IV-5. Because of the region-wide difficulty of building housing which sells for less than \$75,000 or rents for less than \$650 per month, there have been only 83 "very-low-income" units built (11 percent of the City's share) since 1988. However, the City has made a concerted effort to meet the needs of "very-low-income" and "low-income" households through City subsidy of several recent projects (e.g., **Ridge View Commons** - 200 units of senior housing and **The Promenade** - 146 units of family housing). An additional 34 "low-income" and 34 "very-low-income" units are planned to be constructed by 1996 in The Promenade project.

The City of Pleasanton, in cooperation with a local non-profit housing corporation, constructed the Ridge View Commons project in 1990. This 200-unit senior-housing project includes 120 units which are reserved for low-income households and 80 units for very-low-income households. The City donated the land for the project (valued at about \$3 million), invested \$900,000 in pre-development costs from the City's lower-income housing fund, and issued tax exempt bonds to facilitate the provision of low- and very-low-income housing.

In 1994, the City worked with the local Rotary Club to construct seven townhomes for sale at prices affordable to "low-income" households. This project involved City contributions of land, fee waivers, and the

provision of second-mortgage loans through the City's lower-income housing fund. In 1995 and 1996, the City will work with an affordable-housing developer to construct a 146-unit, mixed-income family apartment development ("**The Promenade**") on seven acres of City land. This project will also involve significant City contributions in the form of land, fee waivers and deferments, and a bridge loan provided through the City's lower-income housing fund.

Housing Element Policies 6, 7, and 8 contain specific objectives for addressing regional housing needs for all economic segments of the community.

### **Housing Affordability**

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Housing affordability refers to the **financial ability of a household** to rent or buy a housing unit. Government agencies, lenders, and landlords generally consider a household eligible to rent or buy if monthly payments do not exceed 30 percent of total household income. Given this guideline, the monthly rent or mortgage rate which can be afforded is easy to calculate although ownership costs will vary with interest rates, down payments, and the type of financing instrument. Using recent rates, the amount of income needed to rent or buy can be calculated for various income groups.

The California Department of Housing and Community Development (HCD) defines household income groups and the U.S. Department of Housing and Urban Development (HUD) calculates income relative to the area median for these groups. As of 1990, the four economic groups earned incomes within the ranges shown in Table IV-6.

Using these definitions, Pleasanton's population in 1990 consisted of 70 percent above-moderate, 14 percent moderate, eight percent low, and eight percent very-low-income households. ABAG determined what percent of each income group was paying more than 30 percent of total household income for housing costs and applied these percentages to the 1990 population. City-wide, 55 percent of lower-income owners and 75 percent of lower-income renters were considered to be **overpaying** for housing, as shown in Table IV-7. Most cities in California have similar imbalances between housing costs and household income.

A recent survey of housing prices in Pleasanton revealed that the **average price** for a used single-family home in Pleasanton in 1995 was \$277,050 and for a new house was approximately \$325,000. Monthly **rental rates** for a two-bedroom apartment average \$900 to \$950, with newer units commanding \$970 to \$1,050. These high rental rates indicate the difficulty which many households have in finding affordable rental housing. In an effort to make apartment rents more affordable, the City has created incentives to encourage new apartment complexes to set aside 15 percent or more of their units for lower-income households, as shown in Table IV-11.

Many factors determine the **housing price** which a household can afford, including interest rates, mortgage instruments, down payment, and personal assets above and beyond income. Table IV-8 shows the range of monthly rents and sales prices of housing which would be affordable to the four income groups in Pleasanton in 1995 using standard assumptions. Obviously, these conditions vary, and there are numerous exceptions depending on individual financial situations.



However, the information suggests that there is a significant gap between the household ability to pay and actual housing costs in Pleasanton, as there is throughout California. The problem of affordability affects a substantial number of Pleasanton households, including very-low-, low- and moderate-income groups.

Since 1986, the City has built over 3,500 attached and multiple-family units, approximately 18 percent of which are reserved for lower-income households, and virtually all of them available to renters. In the future, the **affordability gap** will affect increasing numbers of first-time home buyers, workers employed in Pleasanton trying to find an affordable home within commuting distance, and elderly individuals seeking affordable rental housing.

In 1993, the City established a staff position for an **affordable-housing specialist** to coordinate the City's affordable-housing programs. The creation of this position fulfilled a program of the 1986 Housing Element. In addition, the City established in 1990 a new **in-lieu affordable-housing fee** for commercial, office, and industrial development. This new fee, which is similar to the existing fee for new residential development, will help to fund affordable housing for the employees of Pleasanton businesses.

Housing Element Policies 6, 7, and 8 include specific objectives for meeting the needs for affordable housing for all economic segments of the community.

### **Special Housing Needs**

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**Special housing needs** include those normally unmet by market-rate housing including needs

of farm workers, the disabled, the homeless, and single-parent and elderly households. Pleasanton contains fewer households with special housing needs than most cities in the State. The greatest needs in Pleasanton are housing for large families, the elderly, and single-parent households. Large families with lower-income typically need larger housing units with more bedrooms than are usually constructed within market-rate projects, such as three-bedroom apartments. The elderly require smaller, easy-to-maintain housing units which are accessible to social and medical care facilities, for example the Senior Center complex recently constructed by the City on Sunol Boulevard.

Single-parent households often require lower-income or subsidized housing which is accessible to child-care facilities. Disabled households typically require special design features such as wheelchair ramps and large bathrooms to be included within the housing unit.

Because of Pleasanton's above-average income, many of the households shown in Table IV-9 do not have the same housing problems as lower-income households. As discussed previously, the City has made **substantial progress** in addressing lower-income housing needs which should help the special needs of disabled, elderly, large-family, and single-parent households. In addition, the City recently built a large apartment complex for the elderly, approved an intermediate care/retirement hotel complex, designated a site for an emergency shelter facility, participated in the acquisition of a subregional transitional housing facility for battered wives, designated a site for an assisted-care facility for seniors, and provides numerous programs to assist other households with special needs.

Housing Element Policy 20 includes specific objectives for special-needs households to buildout of the General Plan.

### **Sites Available for the Production of Housing**

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Tables IV-10 and IV-13 indicate that the City has zoned more than enough residential land at appropriate densities to meet and exceed its aggregate share of **regional needs** as determined by ABAG. As shown in Table IV-10, sites exist throughout the City to accommodate a variety of different densities and housing types. In addition, there are other vacant sites not listed in the Table where residential projects are already approved and under construction. As shown in Table IV-5, the City has approved over 3,300 "above-moderate-income" units and over 350 "moderate-income" units which are still unbuilt. When complete, the City will exceed the targets established by ABAG for these income levels by significant margins. Similarly, 150 "low-income" units have been approved which, when built, will fulfill the ABAG target. While sufficient land for high-density residential development exists, as shown in Table IV-13, economic and other constraints (including the cost of land) will continue to make the production of "very-low-income" units a challenge in the future.

Housing Element Policies 1, 2, 3, and 6 include specific objectives for providing sufficient land at appropriate densities to meet Pleasanton's share of regional housing needs for all economic levels to General Plan buildout.

### **Constraints to Housing Development**

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Constraints to the development of housing in Pleasanton vary from parcel to parcel, although some general constraints will affect a majority of future developments.<sup>8</sup> These constraints fall into four basic categories: infrastructure, land use controls, fees and improvement costs, and market constraints.

**Infrastructure** refers to the capital improvements required to service development such as sewer, water, and storm drainage. In Pleasanton, the capacity of the local sewage treatment plant and export pipelines is the major potential constraint to housing development, as explained in the Public Facilities Element. Pleasanton has sufficient sewage treatment capacity to accommodate housing development through about the year 2010, and is studying alternative methods for long-term treatment-plant expansion. It is also working to acquire additional export sewage capacity. Solutions for both capacity problems will need to be reached prior to existing capacities being reached.

The City exercises **land use controls** over residential development through its General Plan, Zoning Ordinance, building review and permit procedures, and Growth Management Program (GMP). In some cases, these controls pose a constraint to residential development in ways such as slowing the pace of development or contributing to increased costs. The General Plan, primarily through the General Plan Map, regulates the general use and density of future developments in Pleasanton. The Zoning Ordinance regulates specific site requirements such as building height, setbacks, etc. Pleasanton makes extensive use of Planned Unit Development (PUD) zoning to provide residential builders with substantial flexibility in planning their



projects. The City's Building Department reviews all buildings for conformance with the Uniform Building Code and other codes to ensure the health and safety of its residents. Finally, the City allocates a range of housing units to be built per year through the GMP based on housing need and the City's ability to provide infrastructure and City services, as called for in General Plan policies.

The City has designed its **GMP** to encourage the provision of housing for all economic segments of the community. The success of this technique can be measured by the City's progress in meeting its share of regional housing needs. From 1988 to 1995, for example, the GMP resulted in over 40 percent of total units built which were affordable to very-low-, low-, and moderate-income households.<sup>4</sup>

Pleasanton requires payment of numerous fees as a condition of development approval. All fees are tied to the City's costs of providing necessary services, such as plan checking fees, or improvements, such as roadway widening. The City waives certain fees, such as the low-income housing fee, to projects which fulfill specific City policies, such as the provision of lower-income housing. The City also exacts physical improvements from developers, such as streets, as allowed under municipal regulatory power and the Subdivision Map Act.<sup>9</sup> City fees are reviewed and adjusted periodically, while exactions are established on a case-by-case basis depending on the on-site and off-site improvements required for individual projects.

**Market constraints** include the cost of land and improvements, construction costs, interest rates, profit, property taxes, and the wide range of factors which determine consumer preferences in the housing market. Most of these factors are beyond the control of local

governments (e.g., the rising costs of materials and labor), although occasionally the cost of land and interest rates can be reduced in order to encourage affordable-housing production.

Examples of this include recent actions by the City to donate a portion of its former corporation yard to eliminate land costs; issue housing revenue bonds to reduce financing costs; and contribute to planning and design studies to reduce pre-development costs for the 200-unit Ridge View Commons senior-housing project. Other factors do not appear to pose much of a constraint to the production of housing in Pleasanton for the foreseeable future, as indicated by the large number of units recently approved for development over the next several years.

Housing Element Policy 9 contains specific objectives for removing unnecessary constraints to the provision of housing to buildout of the General Plan.

### **Opportunities for Energy Conservation in Residential Developments**

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In addition to providing opportunities for the development of housing, the City of Pleasanton also encourages **energy conservation** in residential projects. All residential projects are reviewed in terms of building orientation, street layout, lot design, landscaping, and street tree configuration in order to maximize solar access and energy conservation. Residential structures must meet all requirements of the Uniform Building Code with respect to energy saving materials and designs. City policies, together with the General Plan Map, encourage the location of higher-density residential projects within walking distance of transit stops, commercial centers, and employment sites, thereby reducing consumption of gasoline.

Housing Element Policy 22 contains specific objectives for including energy saving, water conservation, and other environmental measures in housing projects to General Plan buildout.

### **Preservation of Assisted Housing**

Government Code Section 65583(a)(8) requires an analysis and development of programs for preserving assisted-rental housing units which will become eligible to change from low-income to market-rate housing during the next ten years. For a detailed presentation of the City's analysis of this and other housing issues, please refer to the Supplement to the Housing Element of the 1996 Pleasanton General Plan.<sup>10</sup> The Housing Element contains specific objectives for preserving and replacing such at-risk units through the year 2005.

As of January 1, 1995, there were over 800 units for **very-low- and low-income households** in rental apartment complexes in Pleasanton, as shown in Table IV-11. Of this total, about 350 units were reserved for the elderly and 450 units for other qualifying households. These units are supported by a variety of assistance sources, including HUD Section 236 funding, CHFA tax exempt bonds, non-profit consortiums, City funding, and private regulatory agreements through the Growth Management Program. Many of the projects listed in Table IV-11 have been identified as being at risk of losing their affordability restrictions during the 1995-2005 analysis period. These include:

<b><u>Name of Development</u></b>	<b><u>Assisted Units</u></b>	<b><u>Year of Expiration</u></b>
Pleasanton Greens	131	1996
Stoneridge Apts.	78	1998
Hacienda Gardens	69	1998
Valley Plaza II Apts.	32	2001
4324 Railroad St. Apts.	3	2001
Vineyard Terrace	10	2001
Arroyo Village	5	2002
Hacienda Commons	32	2003
Spring House Apts.	53	2004
<b>Total:</b>	<b>413</b>	

During the previous assisted-housing analysis period of 1990-95, the City worked with the owners of two bond-financed apartment projects to extend the period of affordability as a condition of bond refinancing. It is the intent of the City to first attempt to preserve as many as possible of the 413 assisted-rental apartment units at risk before the year 2005 in order to prevent the displacement of tenants and because of cost considerations. The City further intends to continue to expand the quantity of affordable housing in the future, and to ensure that such units remain available for longer periods of time and can be more readily preserved at the termination of restrictions than in past years. A variety of programs have been created to collectively accomplish this purpose within the ten-year planning period and beyond.

The City should attempt to preserve the existing at-risk projects by providing **technical assistance** to tenant organizations interested in purchasing the units. It should also assist in identifying **public agencies and non-profit organizations** with potential interests in purchasing and preserving at-risk units, and provide funding and/or technical assistance as may be feasible. Where preservation of



assisted units is not possible, the City should minimize the **displacement** of tenants by assisting in the negotiation of anti-displacement policy or relocation mitigation with the owner. If at-risk housing cannot be preserved, then the City should work with other public agencies and non-profit organizations to replace as many of the potentially lost assisted units as possible by the year 2005.

For the continued expansion of affordable housing in the future, the City should continue to encourage substantial private development of new affordable housing through the **Growth Management Program**. In addition, future **contract agreements** between the City and developers should be structured to provide the City with the first right to purchase or subsidize affordable units.

Housing Policy 23 contains specific objectives for preserving assisted housing.

### **Public Participation**

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The goals, policies, and programs contained in the 1996 version of the Housing Element reflect the recommendations of the **General Plan Steering Committee** and its **Housing Subcommittee** which were comprised of representatives from various economic segments of the community. Participation on these committees was open to all residents of

the Planning Area and was extensively advertised in the press. Public input was provided through a series of nine "town meetings," a major community opinion survey, more than 160 combined subcommittee and Steering Committee meetings, and public hearings before the Planning Commission and City Council. The citizen participation process is described in more detail in Chapter 1.

### **Consistency With Other General Plan Elements**

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The provision of housing to meet the goals, policies, and programs established in the Housing Element is dependent, in part, on consistency with other General Plan Elements. As adopted in 1986, all Elements of the General Plan were internally consistent. The Housing Element policies adopted in 1986 were largely carried forward to the 1990, 1992, and 1996 updates. The major revisions affect the number of housing units needed to meet Pleasanton's share of regional housing needs and provisions for preserving assisted housing.

### **Housing Goals, Policies, and Programs**

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The following goals, policies, and programs in addition to those contained in other Elements, constitute an action program to implement the objectives described in this Element.



## IV. HOUSING GOALS, POLICIES, AND PROGRAMS

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### Housing Variety

Goal 1: To attain a variety of **housing sizes, types, densities, designs, and prices** which meet the existing and projected needs of all economic segments of the community.

### Type and Density

Policy 1: Maintain that at least 25 percent of the total housing stock at full development shall be **multiple-family**, both owner- and renter-occupied.

Program 1.1: Ensure that at least 25 percent of all residential **development permits** are allocated to multiple-family housing through the City's Growth Management Program as long as level-of-service standards and other City policies are maintained.

Responsible Agency: City Council  
Time Period: Annually  
Funding Service: Not Applicable

Policy 2: Maintain the amount of **high-density residential acreage** currently designated on the General Plan Map.

Program 2.1: Discourage the **redesignation** of areas designated for High Density Residential, and encourage densities of at least 15 units per acre.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Not Applicable

Policy 3: Permit **mobile homes and factory-built housing** on appropriately located sites.

Program 3.1: Allow mobile home and **factory-built housing** projects which have permanent foundations and meet all zoning and design review requirements on any parcel designated Rural, Low, Medium, or High Density Residential.

Responsible Agency: City Council  
Time Period: As Needed  
Funding Source: Not Applicable

## Tenure

Policy 4: Encourage at least 50 percent of **multiple-family** housing units to be rental apartments at buildout.

Program 4.1: Exempt multiple-family **rental housing** projects of five units or less from the requirements of the Growth Management Program.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Not Applicable

Program 4.2: Reserve 100 housing units per year above the Growth Management limit for projects which provide at least **25 percent lower-income units**.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Not Applicable

Policy 5: Minimize displacement of tenants in rental apartments and mobile homes and encourage ownership of lower-cost residential units by prior renters through the regulation of **condominium conversions**.

Program 5.1: Regulate condominium, townhouse, and mobile home conversions and mitigate tenant displacement through the provisions of the City's **Condominium Conversion Ordinance**.

Responsible Agency: City Council  
Time Period: As Needed  
Funding Source: Not Applicable

Program 5.2: Deny conversion of **apartment units** to condominiums if the percentage of multiple-family units available for rent, city-wide, is below 50 percent.

Responsible Agency: City Council  
Time Period: As Needed  
Funding Source: Not Applicable

Program 5.3: Require **moving assistance** and other means to minimize hardship of persons displaced by condominium conversions.

Responsible Agency: City Council  
Time Period: As Needed  
Funding Source: Condominium Converters

Program 5.4: Require condominium converters to maintain rental units for households with **special needs**, such as lifetime leases with rental caps for the disabled.

Responsible Agency: City Council  
Time Period: As Needed  
Funding Source: Condominium Converters

### Affordability

Policy 6: Target 15 percent of the housing stock at full development to be affordable to the needs of **lower-income households**.

Program 6.1: Use the Growth Management Program to establish an **annual objective** for lower-income housing units one year in advance of Growth Management allocations. This allocation should take into account the information contained in the Growth Management Report including housing need, job growth, jobs/housing relationship, General Plan policies, regional share allocations, etc.

Responsible Agency: City Council  
Time Period: Annually  
Funding Source: Not Applicable

Program 6.2: Grant **priority** within each year's Growth Management allocation to those projects fulfilling the lower-income housing objective established above.

Responsible Agency: City Council  
Time Period: Annually  
Funding Source: Not Applicable

Program 6.3: Require the duration of low-income set-aside units within apartment projects to be a minimum of **30 years**, wherever possible.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Not Applicable

Program 6.4: Work with the U.S. Department of Housing and Urban Development (HUD) to maintain existing HUD-**subsidized units** in Kottinger Place, Pleasanton Gardens, and Pleasanton Greens.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Not Applicable



Program 6.5: Seek **State and Federal assistance** for the development of housing to meet lower-income housing needs.

Responsible Agency: Housing Specialist  
Time Period: Ongoing  
Funding Source: State and Federal Funds

Program 6.6: Reserve **100 housing units** per year through the Growth Management Program for owner-occupied and rental projects which provide at least 25 percent lower-income units.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Not Applicable

Program 6.7: Encourage inclusion of **lower-income housing** units in market-rate housing projects.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Not Applicable

Program 6.8: Provide **incentives** such as reduced development fees, assistance in public improvements, priority in permit processing, increased density, altered site-development standards, mortgage revenue bonds, affordable-housing competition, etc. to encourage the development of lower- and moderate-income housing.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Planning Department Budget

Program 6.9: Use the **low-income fee** to generate funds for the provision of lower-income housing.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Low-Income Housing Fund

Program 6.10: Seek alternative, **non-traditional means** suited to the community to fill lower- and moderate-income housing needs, and to preserve the affordability of assisted-housing units.

Responsible Agency: Planning Department  
Time Period: Ongoing  
Funding Source: Planning Department Budget

Policy 7: Target a minimum of 20 percent of all new housing needs to be affordable to **moderate-income households**.

Program 7.1: Use the Growth Management Program to establish an **annual objective** for moderate-income housing units one year in advance of Growth Management allocations. This allocation should take into account the information contained in the Growth Management Report including housing need, job growth, jobs/housing relationship, General Plan policies, regional share allocations, etc.

Responsible Agency: City Council  
Time Period: Annually  
Funding Source: Not Applicable

Program 7.2: Grant **priority** within each year's Growth Management allocation to those projects fulfilling the moderate-income housing objective established above.

Responsible Agency: City Council  
Time Period: Annually  
Funding Source: Not Applicable

Policy 8: Strive toward meeting Pleasanton's share of **regional housing needs**.

Program 8.1: Use the City's **Zoning Ordinance** to designate sufficient land at appropriate densities to meet local and regional housing needs.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Not Applicable

Program 8.2: Attempt to **rehabilitate** five affordable-housing units identified as having major building code violations each year between 1995 and 2000, and maintain their affordability.

Responsible Agency: Building Department  
Time Period: Ongoing  
Funding Source: Building Department Budget

Program 8.3: Strive to construct, rehabilitate, and conserve at least the following **regional share** of housing:

<u>Quantified Objective</u>	<u>New Construction</u> <sup>(a)</sup>	<u>Rehab.</u>	<u>Conservation</u>
Very-Low Income	745 <sup>(b)</sup>	15	100%
Low Income	497	10	100%
Moderate Income	709	n/a	100%
Above-Moderate Income	1,596	n/a	100%

(a) *City Housing Need as specified in the ABAG, Housing Need Determination, January 1989.*

(b) *The market response to Growth Management provisions provides for low-, moderate-, and above-moderate-income housing; however, land values, construction costs, and inability to obtain financing does not readily permit the development of very-low-income housing. City-initiated projects attempt to make up for this deficiency as much as possible.*

Responsible Agency: City Council  
 Time Period: 1996 - 2000  
 Funding Source: City, State, Federal, and Private Funds

Program 8.4: In order to increase affordability, encourage **innovation** in housing design, local regulations, and construction consistent with Pleasanton's heritage and community character.

Responsible Agency: City Council  
 Time Period: Ongoing  
 Funding Source: Not Applicable

Program 8.5: Actively support the activities of **non-profit organizations** that provide affordable housing, through technical assistance or other means.

Responsible Agency: City Council  
 Time Period: Ongoing  
 Funding Source: Not Applicable

Program 8.6: Work with employers to develop **partnerships** for participating in programs to make housing affordable to their workers.

Responsible Agency: Housing Specialist  
 Time Period: Ongoing  
 Funding Source: Housing Budget



Policy 9: Remove unnecessary **governmental constraints** to the provision of housing and public services and facilities.

Program 9.1: Fund the **infrastructure improvements** contained in the Public Facilities Element to accommodate projected housing growth.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Capital Improvement Program

Policy 10: Require each residential and non-residential project to include its pro-rata share of low-income housing needs, as defined in Table IV-5, or to contribute an in-lieu fee to the **lower-income housing fund** to facilitate the construction of low-income housing.

Program 10.1: Review and modify the **lower-income housing fee** annually in conformance with AB 1600, and consider changing the basis of the residential fee to reflect the house and parcel size.

Responsible Agency: City Council  
Time Period: Annually  
Funding Source: Not Applicable

Program 10.2: **Exempt** all low- and very-low-income housing units from the low-income housing fee.

Responsible Agency: City Council  
Time Period: Annually  
Funding Source: Not Applicable

Program 10.3: Use the lower-income housing fund to help build low-income housing on **City-owned land**.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Low-Income Housing Fund

Program 10.4: Use the **lower-income housing fund** to help finance affordable housing so as not to transfer additional costs to market-rate income units.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Low-Income Housing Fund

Program 10.5: Use the **lower-income housing fund** to purchase land, write down mortgage costs, rehabilitate units, subsidize rents, issue tax exempt bonds, post loan collateral, pay pre-development costs, and otherwise help produce housing units affordable to lower-income households.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Low-Income Housing Fund

Program 10.6: Explore using the lower-income housing fund to provide **low-interest loans** for first-time buyers of existing homes.

Responsible Agency: City Council  
Time Period: 2000  
Funding Source: General Fund

### Growth Management

Goal 2: To manage **residential growth** in an orderly fashion.

Policy 11: Regulate the number of **housing units** approved for construction each year according to the availability of infrastructure, the City's ability to provide public services, housing needs, and employment growth.

Program 11.1: Use the **City's Growth Management Program** to limit residential growth to between 0 and 650 units per year, and reserve an additional 100 units per year for projects which include 25 percent or more lower-income housing units. The annual allocation should be based on a periodic assessment of housing need, employment growth, the availability of infrastructure, and the City's ability to provide public services.

Responsible Agency: City Council  
Time Period: Annually  
Funding Source: Not Applicable

Program 11.2: Use the Growth Management Program to establish an **annual objective** for housing units within each income category one year in advance of Growth Management allocations. This allocation should take into account the information contained in the Growth Management Report including housing need, job growth, jobs/housing relationship, General Plan policies, regional share allocations, etc.

Responsible Agency: City Council  
Time Period: Annually  
Funding Source: Not Applicable

Program 11.3: Grant **priority** within each year's Growth Management allocation to those projects fulfilling the income category housing objectives established above.

Responsible Agency: City Council  
Time Period: Annually  
Funding Source: Not Applicable

Program 11.4: Use the **Growth Management Program** to ensure that residential development does not occur unless adequate infrastructure is present to ensure that the City's quality of life and level of services are maintained.

Responsible Agency: City Council  
Time Period: Annually  
Funding Source: Not Applicable

Program 11.5: Exempt **minor subdivisions** of five lots or less from the provisions of the City's Growth Management Program.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Not Applicable

### Existing Housing

Goal 3: To **preserve and rehabilitate** the existing housing stock.

### Age and Condition

Policy 12: Encourage the **maintenance** of safe, sound, and well-kept housing city-wide.

Program 12.1: Enforce the provisions of the **City Zoning, Building, and Fire Codes**.

Responsible Agency: Planning, Building, and Fire Departments  
Time Period: Ongoing  
Funding Source: Planning, Building, and Fire Department Budgets

Policy 13: Encourage the preservation of historically and **architecturally significant** residential structures especially in the Downtown area.

Program 13.1: Preserve historically significant structures through the development and implementation of a **historic landmark preservation ordinance**.

Responsible Agency: Planning Department  
Time Period: Ongoing  
Funding Source: Planning Department Budget



Policy 14: Eliminate all **substandard housing** conditions within the community.

Program 14.1: Maintain building and housing **code enforcement** programs, and monitor project conditions of approval.

Responsible Agency: Planning and Building Departments

Time Period: Ongoing

Funding Source: Planning and Building Dept. Budgets; CDBG Funds

### Relocation

Policy 15: Assist in the **relocation** of persons displaced by public activities.

Program 15.1: Support programs to assist in **relocation activities**, if needed.

Responsible Agency: Planning Department

Time Period: Ongoing

Funding Source: Planning Department Budget

### Housing Location

Goal 4: To provide adequate **locations** for housing of all types.

Policy 16: Disperse **high-density housing** throughout the community, especially in areas near public transit, major thoroughfares, shopping, and employment centers.

Program 16.1: Provide sites for multi-family housing, especially in locations near existing and **planned transportation and other services**.

Responsible Agency: City Council

Time Period: As Needed

Funding Source: Not Applicable

Policy 17: Permit **residential infill** in areas where public facilities are adequate to support such development.

Program 17.1: Zone **infill sites** at densities compatible with infrastructure capacity and General Plan Map designations.

Responsible Agency: City Council

Time Period: Ongoing

Funding Source: Planning Department Budget

Program 17.2: Encourage the development of "**second units**" and shared housing in R-1 zoning districts to increase the number of housing units while preserving the visual character within existing neighborhoods of single-family detached homes.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Planning Department Budget

Program 17.3: Encourage **mixed-use** developments that combine residential uses with compatible commercial uses.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Planning Department Budget

Program 17.4: Adopt incentives and design guidelines for constructing residential uses **above-ground floor** commercial establishments.

Responsible Agency: City Council  
Time Period: 1999  
Funding Source: Planning Department Budget

Policy 18: Reserve suitable sites for **subsidized lower-income housing**.

Program 18.1: Acquire and/or assist in the development of one or more **sites** for lower-income housing.

Responsible Agency: City Council  
Time Period: 1996-2000  
Funding Source: City, State, Federal, and Private Funds

Program 18.2: Issue **tax-exempt bonds** to finance the construction of lower-income housing units, to purchase land for such a use, and to reduce mortgage rates.

Responsible Agency: City Council  
Time Period: As Needed  
Funding Source: General Fund

### Housing Discrimination

Goal 5: To **eliminate discrimination** in housing opportunities in Pleasanton.

Policy 19: Promote **fair and equal** access to housing for all persons regardless of race, color, religion, gender, disability, sexual orientation, age, national origin, or family status.

Program 19.1: Support State and Federal provisions for enforcing **anti-discrimination laws**.

Responsible Agency: City Attorney's Department  
Time Period: As Needed  
Funding Source: General Fund

Program 19.2: Publicize information on **fair housing laws** and refer all complaints to the U.S. Department of Housing and Urban Development, ECHO, and the California Department of Fair Employment and Housing.

Responsible Agency: City Attorney's Department  
Time Period: As Needed  
Funding Source: General Fund

### Special Needs Housing

Policy 20: Provide for the **special housing needs** of large families, the elderly, the disabled, the homeless, and families with single-parent heads of households.

Program 20.1: Provide **housing opportunities** for households with special needs such as studio and one-bedroom apartments for the elderly, three-bedroom apartments for large families, specially designed units for the disabled, emergency shelter and transitional housing for the homeless, and affordable units for single-parent heads of households.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Housing Fund

Program 20.2: Require as many lower-income units within large rental projects to be **accessible and adaptable** to the disabled as feasible.

Responsible Agency: City Council  
Time Period: As Needed  
Funding Source: Rental developers

Program 20.3: Set aside a portion of the City's **CDBG funds** each year to special need service providers.

Responsible Agency: City Council  
Time Period: Annually  
Funding Source: CDBG Funds



Program 20.4: Set aside a portion of the City's low-income housing fund for housing projects which accommodate the needs of special housing groups such as the physically, mentally, or developmentally **disabled**.

Responsible Agency: City Council  
Time Period: As Needed  
Funding Source: Low-Income Housing Fund

Program 20.5: Encourage the production of housing for the disabled in **infill locations**, such as the Downtown, which are accessible to City services. Housing should be consistent with the character and special heritage of the Downtown.

Responsible Agency: City Council  
Time Period: As Needed  
Funding Source: Rental Builders

Program 20.6: Encourage the conversion or development of **group homes** for six persons or less in appropriate locations throughout the community.

Responsible Agency: City Council  
Time Period: As Needed  
Funding Source: CDBG, Low-Income Housing Funds

Program 20.7: Encourage the provision of **special needs housing**, such as community care facilities for the elderly, the mentally or physically disabled, and dependent or neglected children, in residential and mixed-use areas, especially near transit and other services.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Not Applicable

Program 20.8: Work with the Alameda County Housing Authority and other agencies to maintain funding for **Section 8** and other Federal subsidy programs.

Responsible Agency: Housing Specialist  
Time Period: As Needed  
Funding Source: Not Applicable

Program 20.9: Designate areas within Pleasanton for the location of emergency shelters and for transitional housing for the **homeless**, and amend the Zoning Ordinance to allow such facilities.

Responsible Agency: City Council  
Time Period: 1996  
Funding Source: Not Applicable

Program 20.10: Work with Homebase, the Family Crisis Center, and other organizations to assist the City in locating and constructing an adequate facility for use as an **emergency shelter** and for transitional housing for the homeless.

Responsible Agency: Housing Specialist  
Time Period: Ongoing  
Funding Source: Not Applicable

### Environmental Protection

Goal 6: To balance housing development with **environmental protection**.

Policy 21: Preserve and enhance **environmental quality** in conjunction with the development of housing.

Program 21.1: Continue **environmental impact review** procedures as required by the California Environmental Quality Act (CEQA).

Responsible Agency: Planning Department  
Time Period: Ongoing  
Funding Source: Planning Department Budget and Developers

Policy 22: Encourage **energy and water conservation** designs and features in residential developments.

Program 22.1: Consider building orientation, street layout, lot design, landscaping, and street tree configuration in **subdivision review** for purposes of solar access and energy conservation.

Responsible Agency: Planning, Building, and Engineering Departments  
Time Period: Ongoing  
Funding Source: General Fund

### At-Risk Affordable Housing

Goal 7: To preserve and/or replace assisted rental apartment housing which is **at risk** of changing to market-rate housing.

Policy 23: **Preserve** for the longest term feasible and/or strive to replace the 413 low-income assisted-housing units which are at risk of changing to market-rate housing by the year 2005.

Program 23.1: **Monitor** at-risk assisted projects which become eligible to terminate affordable controls, and provide technical assistance to tenant organizations which may be interested in purchasing the units.

Responsible Agency: Housing Specialist Department  
Time Period: Ongoing  
Funding Source: General Fund

Program 23.2: Assist in the identification of **potential purchasers** of at-risk units such as resident councils, the City, other public agencies, and non-profit organizations.

Responsible Agency: Housing Specialist  
Time Period: Ongoing  
Funding Source: General Fund

Program 23.3: Provide grants or direct technical **assistance** where appropriate to management groups and non-profit organizations capable of acquiring and managing at-risk projects.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Lower-Income Housing Fund, tax-exempt bonds, and Federal and State programs.

Program 23.4: Where preservation of assisted units is not possible, minimize the **displacement** and inconvenience of tenants by assisting in the negotiations of anti-displacement policy or relocation mitigation with the owners where appropriate.

Responsible Agency: City Staff  
Time Period: Ongoing  
Funding Source: General Fund

Program 23.5: Strive to develop additional **joint-venture** low-income housing projects with other public agencies and non-profit organizations by the year 2005 to replace potentially lost assisted units elsewhere in the City.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Lower-Income Housing Fund, tax exempt bonds, and Federal and State programs.



Program 23.6: Encourage substantial **private development** of affordable housing through the Growth Management Program.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Not Applicable

Program 23.7: Structure future rent-restriction contract agreements to allow the City the opportunity to **purchase or subsidize** assisted units at the conclusion of the rent-restriction period.

Responsible Agency: City Attorney  
Time Period: Ongoing  
Funding Source: City Attorney Budget

Program 23.8: Structure future rent-restriction contract agreements for all new assisted projects with limited time restrictions to **minimize the displacement** of tenants at the termination of the contract period.

Responsible Agency: City Attorney  
Time Period: Ongoing  
Funding Source: City Attorney Budget

Program 23.9: Provide **rehabilitation funds** where appropriate for apartment complexes in exchange for extended assisted-housing time periods.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Lower-Income Housing Fund, and Federal and State housing rehabilitation programs.

Program 23.10: Issue bonds or provide other **funding** where appropriate to reduce apartment complex mortgage rates in exchange for extended assisted-housing time periods.

Responsible Agency: City Council  
Time Period: Ongoing  
Funding Source: Lower-Income Housing Fund and tax-exempt bonds.

## DEFINITIONS

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**Assisted Housing** - Multi-family rental units which are at least partially supported by any of the following programs:

1. United States Department of Housing and Urban Development programs;
2. FmHA Section 515 Rural Rental Housing Loans;
3. State and local multi-family revenue bond programs;
4. Redevelopment programs;
5. Local in-lieu fee programs or inclusionary programs; or
6. Developments which obtained a density bonus and direct government assistance pursuant to Government Code Section 65916.

**Attached Single-Family** - Dwelling units which have common walls from ground to ceiling which form property lines.

**Detached Single-Family** - Dwelling units which have open space on all four sides.

**Multiple-Family** - Dwelling units which have two or more units on a single parcel.

## FOOTNOTES

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- <sup>1</sup> California Government Code, Sections 65583 et seq.
- <sup>2</sup> Association of Bay Area Governments, Projections - 94, December 1993.
- <sup>3</sup> City of Pleasanton, Growth Management Program - Ordinance No. 1023, as amended.
- <sup>4</sup> City of Pleasanton, 1994 Growth Management Report, August 1994.
- <sup>5</sup> City of Pleasanton, Condominium Conversion Ordinance No. 880, March 1979.
- <sup>6</sup> U.S. Bureau of the Census, Census of Population and Housing, 1990.
- <sup>7</sup> City of Pleasanton, Transportation Survey Report 1995, September 1995.
- <sup>8</sup> Thomas B. Cook, Housing in Pleasanton: An Analysis of Future Demand, Affordability and Government Action, December 1984.
- <sup>9</sup> California Government Code, Sections 66410 - 66499.58, The Subdivision Map Act, as amended.
- <sup>10</sup> City of Pleasanton, Supplement to the Housing Element - 3: Preservation of Assisted Housing.



TABLE IV-1

## POPULATION AND HOUSING UNITS, 1970 - 1995

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	1970	1975	1980	1985	1990	1995
<b><u>POPULATION</u></b>	<b><u>18,328</u></b>	<b><u>31,667</u></b>	<b><u>35,160</u></b>	<b><u>40,740</u></b>	<b><u>50,570</u></b>	<b><u>57,347</u></b>
<i>Persons/Household</i>	3.660	3.350	3.107	3.068	2.725	2.845
<i>Households</i>	5,004	9,400	11,317	13,249	18,489	20,098
<i>Vacancy Rate</i>	9.38%	3.72%	3.08%	5.33%	4.50%	5.11%
<b><u>HOUSING UNITS:</u></b>	<b><u>5,522</u></b>	<b><u>9,763</u></b>	<b><u>11,472</u></b>	<b><u>13,995</u></b>	<b><u>19,361</u></b>	<b><u>21,180</u></b>
<i>Detached Single Family</i>	(n/a)	(n/a)	8,459	10,155	12,530	13,590
<i>Attached Single Family</i>	(n/a)	(n/a)	824	1,113	1,990	2,350
<b><i>Subtotal - Single Family</i></b>	<b>4,837</b>	<b>7,882</b>	<b>9,283</b>	<b>11,268</b>	<b>14,520</b>	<b>15,940</b>
<i>(%)</i>	88%	81%	81%	81%	75%	75%
<i>Multiple Family</i>	685	1,881	1,730	2,379	4,419	4,818
<i>Mobile Homes</i>	(n/a)	(n/a)	459	348	422	422
<b><i>Subtotal - Multiple Family</i></b>	<b>685</b>	<b>1,881</b>	<b>2,189</b>	<b>2,727</b>	<b>4,841</b>	<b>5,240</b>
<i>(%)</i>	12%	19%	19%	19%	25%	25%

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*Sources: California Department of Finance, Summary Reports: Alameda County Controlled Population Estimates, 1980 - 1995, Population Estimates of California Cities and Counties, 1970 - 1980, and 1975 Special Census for Pleasanton; U.S. Bureau of the Census, Census of Population and Housing (1970, 1980, and 1990).*

TABLE IV-2  
AGE OF HOUSING STOCK

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<u>YEAR BUILT</u>	<u>NO. OF UNITS</u>	<u>PERCENT OF TOTAL</u>
1990 - 1994	1,807	8.5%
1985 - 1989	5,806	27.4%
1980 - 1984	1,936	9.1%
1975 - 1979	2,058	9.7%
1970 - 1974	4,611	21.8%
1960 - 1969	3,713	17.5%
1950 - 1959	589	2.8%
1940 - 1949	212	1.0%
Pre-1940	<u>448</u>	<u>2.2%</u>
	<b>21,180</b>	<b>100.0%</b>

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*Sources: California Department of Finance, Summary Reports: Alameda County Controlled Population Estimates, 1991 - 1995; U.S. Bureau of the Census, 1990 Census of Population and Housing.*

**TABLE IV-3**  
**HOUSEHOLD SIZE**  
**(Persons Per Household)**

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	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>
Total Housing Units	3.107	3.068	2.725	2.845	2.75	2.68	2.65
Single Family	3.35	(n/a)	3.09	(n/a)	(n/a)	(n/a)	(n/a)
Multiple Family	2.01	(n/a)	2.05	(n/a)	(n/a)	(n/a)	(n/a)

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*Sources: U.S. Bureau of the Census, 1990 Census of Population and Housing: ABAG, Projections 94, December 1993. Figures for single family and multiple family household size are only available from the decennial censuses.*



**TABLE IV-4**  
**1990 HOUSEHOLD INCOME**  
**AND INCOME DISTRIBUTION**

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	<b>Household Income (1)</b>	<b>Percentage of Households</b>
<u>Above Moderate</u> ( <i>&gt; 120% of Median Income</i> )	> \$52,920	58%
<u>Moderate</u> ( <i>80 - 120% of Median Income</i> )	\$35,280 - \$52,920	20%
<u>Low</u> ( <i>50 - 80% of Median Income</i> )	\$22,050 - \$35,280	12%
<u>Very Low</u> ( <i>&lt; 50% of Median Income</i> )	< \$22,050	10%
 <b>Median Income (1)</b>	 <b>\$44,100</b>	

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(1) *Four-person household in Alameda County (1990 dollars).*

Source: *U.S. Bureau of the Census, 1990 Census of Population and Housing.*

**TABLE IV-5**  
**PROGRESS TOWARD MEETING**  
**REGIONAL HOUSING NEEDS**

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<b><u>Income Category</u></b>	<b>ABAG 1988 - 1995 Regional Need</b>	<b>1988 - 1995 Units Built</b>	<b>Units Needed to Meet Goal</b>	<b>Approved and Unbuilt Units</b>
Above Moderate	1,596	2,879	0	3,338
Moderate	709	1,510	0	364
Low	497	395	102	150
Very Low	745	83	662	34
<b>Total:</b>	<b>3,547</b>	<b>4,867</b>	<b>764</b>	<b>3,886</b>

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*Sources: ABAG, Housing Needs Determination - San Francisco Bay Region, January 1989; City of Pleasanton, 1995 Growth Management Report, October 1995.*

**TABLE IV-6**  
**HOUSEHOLD INCOME LEVELS - 1995**

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<b>Economic Group</b>	<b>2-Person Household</b>	<b>4-Person Household</b>
<u>Above Moderate</u> ( <i>&gt;120% of Median Income</i> )	> \$53,200	> \$66,500
<u>Moderate</u> ( <i>80 - 120% of Median Income</i> )	\$32,150 - \$53,200	\$40,200 - \$66,500
<u>Low</u> ( <i>50 - 80% of Median Income</i> )	\$22,150 - \$32,150	\$27,700 - \$40,200
<u>Very Low</u> ( <i>&lt;50% of Median Income</i> )	< \$22,150	< \$27,700
<b>Median Income</b>	<b>\$44,300</b>	<b>\$55,400</b>

---

Source: Department of Housing and Urban Development (HUD), February 1995.

TABLE IV-7

LOWER INCOME HOUSEHOLDS OVERPAYING FOR HOUSING - 1990

---

<b>Tenure Status</b>	<b>Total No. of Lower-Income Households</b>	<b>No. of Households Overpaying</b>	<b>Percentage of Households Overpaying</b>
Owners	1,041	569	55%
Renters	1,323	990	75%

---

*Source:* ABAG, *Housing Needs Determination*, January 1989.



TABLE IV-8

## AFFORDABLE HOUSING PRICES - 1995

---

<u>Income Category</u>	<u>2-Person Household:</u>		<u>4-Person Household:</u>	
	Max. Monthly Rent	Max. Sales Price	Max. Monthly Rent	Max. Sales Price
<u>Above Moderate</u> (>120% of Median Income)	> \$1,330	> \$176,200	> \$1,662	> \$220,200
<u>Moderate</u> (80 - 120% of Median Income)	\$887 - \$1,330	\$117,400 - \$176,200	\$1,109 - \$1,662	\$146,800 - \$220,200
<u>Low</u> (50 - 80% of Median Income)	\$555 - \$887	\$73,400 - \$117,400	\$694 - \$1,109	\$91,800 - \$146,800
<u>Very Low</u> (<50% of Median Income)	< \$555	< \$73,400	< \$694	< \$91,800

---

Notes: Affordable housing costs are derived from median income figures issued by the Department of Housing and Urban Development (HUD; 2/95). Rents are based on 30% of gross monthly income applied toward rent. House sales prices are based on a 10% down payment, a 30-year fixed rate mortgage of 8% annual interest, and 35% of gross monthly income applied toward monthly housing costs. Additional expenses, such as property taxes, insurance, and association fees, are assumed to be 2.7% of the total house sales price and are applied toward total monthly housing costs.

TABLE IV-9

## SPECIAL NEED HOUSEHOLDS - 1990

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<b>Category of Special Need</b>	<b>Pleasanton</b>		<b>State</b>
	<b><u>Persons</u></b>	<b><u>Percent</u></b>	<b><u>Percent</u></b>
<u>Disability/Handicapped</u>			
Work Disability (individuals)	1,734	3.4 %	4.8 %
Mobility Limitation (individuals)	285	0.6 %	1.4 %
<u>Elderly</u>	1,590	3.1%	10.0%
(households with one or more	1,225 owner		
members 65 years or older)	365 renter		
<u>Large Family</u>	1,634	3.2 %	14.6 %
(5 or more in family)			
<u>Female Headed Households</u>	916	1.8 %	2.2 %
(with children)			
<u>Farm Worker</u>	168	0.3%	2.7 %
<u>Homeless</u>	30	0.1%	(n/a)
(individuals)			
<b>Total 1990 Individuals</b>	<b>50,570</b>		<b>29,760,021</b>
<b>Total 1990 Households</b>	<b>18,675</b>		<b>10,381,206</b>

---

*Source: 1990 U.S. Census.*

**TABLE IV-10**  
**SUMMARY OF VACANT RESIDENTIAL LAND**

	<u>Property</u>	<u>Address/Location</u>	<u>A.P.N.</u>	<u>Acres</u>	<u>Additional Holding Capacity</u>
<b><u>Projects with Approved Development Plans:</u></b>					
1	Suncrest Townhomes/Lamoste	Santa Rita Rd.	946 110900104	2	27
2	City/Promenade Apts. site	5300 Case Ave.	094 015800500	7	146
3	Beratlis Place/Beratlis property	10 Beratlis Pl.	946 457903202	8	14
4	Spanish Oaks/Prudential property	5700 Owens Dr.	941 276301003	14	462
5	Castlewood Heights/Marsh-Smith	Sunol Blvd.	946 305201000	18	29
6	Laurel Creek/Presley Homes	Stoneridge Dr.	941 170000504	271	100
<b><u>High Density Parcels:</u></b>					
7	Auf Der Maur property	3909 Vineyard Ave.	094 008500803	3	41
8	City HDR parcel	Sunol Blvd.	094 015800200	4	64
9	Busch HDR property	Mohr Ave.	946 125000503	6	48
10	Hacienda Site 60 remainder	5700 Owens Dr.	941 276301003	12	182
<b><u>Medium Density Parcels:</u></b>					
11	St. Elizabeth Seton properties	Stoneridge Dr.	946 455000303	7	25
12	Auf Der Maur property	4534 Bernal Ave.	946 257700603	10	35
13	Nolan property	1015 Rose Ave.	094 012706000	15	58
14	Remen Tract (unincorp.)	Vineyard Ave.	(various)	22	64
15	Busch MDR property	Mohr Ave.	946 125000503	66	330
<b><u>Specific Plans:</u></b>					
16	Staples Ranch remainder	Stoneridge Dr.	099B3900	44	310
17	North Sycamore Spec. Plan	Sunol Bl./Sycamore Ln.	(various)	135	210
18	Vineyard Avenue Corridor	Vineyard Ave.	(various)	368	150
19	S.F. Water Dept. Lands	Bernal Ave./I-680	(various)	456	1,750
<b><u>Low/Mixed Density Parcels:</u></b>					
20	Merritt property	Foothill Rd.	941 095000304	38	33
21	Spotorno property	Happy Valley Rd.	946 293400100	112	102
22	Lund Ranch II property	Lund Ranch Rd.	946 263200102	195	86
23	Kottinger Hills property	Hearst Dr.	946 230000206	562	98

*Notes: For "low/mixed density parcels," the table only includes parcels 20 acres in size and larger which were not developed as of 1/1/95. The "holding capacity" column lists the approved number of units (for projects with approved development plans) or the estimated number of units based on General Plan mid-range residential densities.*

**TABLE IV-11**  
**LOWER INCOME HOUSING STOCK**

<b>Project</b>	<b>Location</b>	<b>Year Constr.</b>	<b>Expir. Date</b>	<b>No. of Units</b>			<b>Notes</b>
				<b>Total</b>	<b>Low-Inc.</b>	<b>(%)</b>	
Pleasanton Greens	3819 Vineyard Ave.	pre-1980	1996	131	131	100%	HUD Sec. 8/Sec. 236 housing; owned by private non-profit
Pleasanton Gardens	251 Kottinger Dr.	pre-1980	---	40	40	100%	HUD Sec. 236 senior housing; owned by private non-profit
Kottinger Place	240 Kottinger Dr.	pre-1980	---	50	50	100%	HUD Sec. 8 senior housing; Pleasanton Housing Authority
Ridge View Commons	5200 Case Ave.	1989	2019	200	200	100%	Subsidized senior housing owned by City non-profit
Division St. Senior Apts.	443 Division St.	1994	---	20	20	100%	City lower-inc. GMP project; rents at 80% /50% of med. inc.
Stoneridge Apartments	6250 Stoneridge Mall Rd.	1988	1998	520	78	15%	City lower-inc. GMP project; rents limited to 80% of med. inc.
Hacienda Gardens Apartments	3650 Andrews Dr.	1988	1998	456	69	15%	City lower-inc. GMP project; rents limited to 80% of med. inc.
Hacienda Commons Apartments	5000 Owens Dr.	1988	2003	212	32	15%	City lower-inc. GMP project; rents limited to 80% of med. inc.
Spring House Apartments	5505 Spring House Dr.	1989	2004	354	53	15%	City lower-inc. GMP project; rents limited to 80% of med. inc.
Gatewood Apartments	3992 Stoneridge Dr.	1986	2026	200	50	25%	City lower-inc. GMP project; rents limited to 80% of med. inc.
Valley Plaza II Apartments	4411 Valley Ave.	1986	2001	144	32	25%	City lower-inc. GMP project; rents limited to 80% of med. inc.
4324 Railroad St. Apartments	4324 Railroad St.	1986	2001	10	3	25%	City lower-inc. GMP project; rents limited to 80% of med. inc.
Arroyo Village Townhomes	Vineyard Ave./ Mavis Dr.	1987	2002	19	5	25%	City lower-inc. GMP project; rents limited to 80% of med. inc.
Vineyard Terrace Condominiums	420-490 Vineyard Ave.	1986	2001	40	10	25%	City lower-inc. GMP project; rents limited to 80% of med. inc.
Civic Square Apartments	4800 Bernal Ave.	1987	2010	262	66	25%	City lower-inc. GMP project; rents limited to 80% of med. inc.
<b>TOTAL LOWER INCOME UNITS:</b>				<b>839</b>			



TABLE IV-12

**HOUSING BALANCE BY TYPE OF HOUSING  
(Historical and Projected)**

Year	Detached S.F. Units	(%)	Attached and Multiple Family Units *						Total Housing Units
			Attached S.F.	(%)	M.F.	(%)	Subtotal	(%)	
<b><u>HISTORICAL:</u></b>									
1/1/85	10,017	74%	915	7%	2,588	19%	3,503	26%	13,520
1/1/86	10,691	72%	1,203	8%	2,932	20%	4,135	28%	14,826
1/1/87	11,079	72%	1,358	9%	2,973	19%	4,331	28%	15,410
1/1/88	11,429	70%	1,479	9%	3,373	21%	4,852	30%	16,281
1/1/89	12,057	67%	1,531	9%	4,315	24%	5,846	33%	17,903
1/1/90	12,501	65%	1,627	8%	5,201	27%	6,828	35%	19,329
1/1/91	12,732	64%	1,749	9%	5,412	27%	7,161	36%	19,893
1/1/92	12,895	64%	1,798	9%	5,412	27%	7,210	36%	20,105
1/1/93	12,986	64%	1,927	9%	5,456	27%	7,383	36%	20,369
1/1/94	13,262	64%	2,034	10%	5,469	26%	7,503	36%	20,765
1/1/95	13,588	64%	2,102	10%	5,490	26%	7,592	36%	21,180
<b><u>"CURRENT G.M.P. GROWTH" PROJECTION:</u></b>									
1/1/96	13,874	64%	2,174	10%	5,490	25%	7,664	36%	21,538
1/1/97	14,264	64%	2,243	10%	5,638	25%	7,733	35%	22,145
1/1/98	14,629	64%	2,362	10%	5,869	26%	8,231	36%	22,860
1/1/99	14,917	63%	2,509	11%	6,100	26%	8,609	37%	23,526
1/1/00	15,169	64%	2,564	11%	6,100	26%	8,664	36%	23,833
<b><u>"MODERATE GROWTH" PROJECTION:</u></b>									
1/1/96	13,874	64%	2,174	10%	5,490	25%	7,592	35%	21,538
1/1/97	14,264	64%	2,243	10%	5,638	25%	7,733	35%	22,145
1/1/98	14,629	64%	2,362	10%	5,869	26%	8,231	36%	22,860
1/1/99	14,917	63%	2,509	11%	6,100	26%	8,609	37%	23,526
1/1/00	15,314	64%	2,564	11%	6,148	26%	8,712	36%	24,026

Notes: (\*) "Attached S.F." units include duets and townhomes (as defined by the State Department of Finance [DOF]). "M.F." units include condominiums, apartments, and mobile homes. Figures are derived from DOF estimates, 1990 Census information, and historical data from City records of annual Building Department finals.

TABLE IV-13

## POTENTIAL SITES FOR AFFORDABLE HOUSING

<u>Site</u>	<u>Owner/Location</u>	<u>Acres</u>	<u>Current Zoning</u>	<u>General Plan</u>	<u>Comments</u>
1	Auf Der Maur (3909 Vineyard Ave.)	3	RM-4	HDR	<i>Near Downtown; good access and services; infill site</i>
2	City of Pleasanton (Sunol Blvd.)	4	Ag	HDR	<i>Excellent access to arterials and shopping; proposed assisted-living facility for seniors</i>
3	Busch (Mohr Ave./Busch Rd.)	6	PUD/ HDR*	HDR	<i>Good access; proximity to services at Valley Ave. and Santa Rita Rd.</i>
4	Prudential (5700 Owens Dr.)	12	PUD/ HDR	HDR	<i>Excellent access to BART and freeway; proximity to employment centers; high land costs</i>
5	Alameda County Stoneridge Drive Specific Plan Area	8	PUD/ HDR*	HDR	<i>For sale to low-income, first-time home buyers; excellent freeway access</i>
6	San Francisco Water Dept. (Bernal Ave./I-680)	25	PUD/ HDR*	HDR	<i>Near Downtown and services; specific plan underway; potential ground lease</i>
7	Prudential East Dublin/Pleasanton BART Station Area (potential site)	10	BP	BP	<i>Potential HDR will be subject to future study; excellent access to BART and freeway; proximity to employment center; high land costs</i>
8	Various Downtown Parcels	8	RM-15	HDR	<i>Good access and services; infill sites</i>
9	Suncrest (Townhomes)	2.3	PUD/ HDR	HDR	<i>Good access to arterials and shopping; infill site</i>
10	Hacienda (Signature)	52.6	PUD/ HDR	HDR	<i>Excellent access to arterials and BART; proximity to employment and shopping</i>
11	Spanish Oaks/Parkview (Prudential)	14.3	PUD/ HDR	HDR	<i>Excellent access to arterials and BART; proximity to employment and shopping</i>

\* Anticipated City zoning upon annexation in 1996 or 1997. Annexation and development plans and environmental evaluation are now in progress. Pleasanton has the ability to accommodate its remaining regional share need even if all planned annexations do not occur.

TABLE IV-14

**HOUSING STOCK BY TYPE OF UNIT  
IN PLEASANTON'S SUBAREAS**

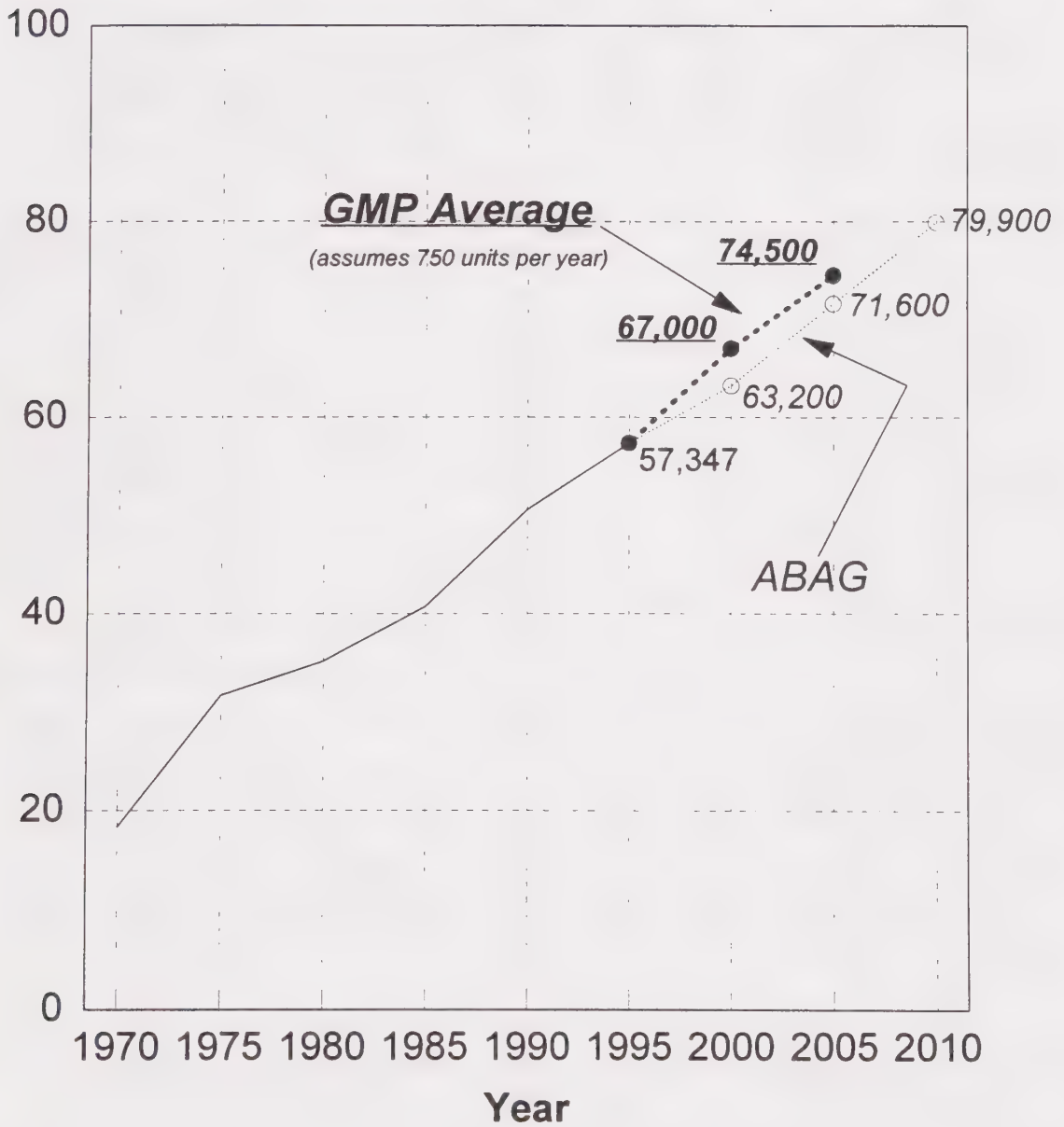
Sub-Area	<u>1/1/95:</u>				<u>Buildout:</u>			
	Detached Single Family	Attached Single Family	Multi-Family	<u>Total</u>	Detached Single Family	Attached Single Family	Multi-Family	<u>Total</u>
<b>1</b>	164	0	0	<b>164</b>	634	0	0	<b>634</b>
<b>2</b>	14	0	764	<b>778</b>	184	0	764	<b>948</b>
<b>3</b>	1,261	314	0	<b>1,575</b>	1,324	335	44	<b>1,703</b>
<b>4</b>	311	0	256	<b>567</b>	791	0	376	<b>1,167</b>
<b>5</b>	0	0	0	<b>0</b>	0	0	0	<b>0</b>
<b>6</b>	0	121	1,022	<b>1,143</b>	580	280	1,453	<b>2,313</b>
<b>7</b>	1,764	0	0	<b>1,764</b>	1,764	0	0	<b>1,764</b>
<b>8</b>	1,726	126	90	<b>1,942</b>	1,726	126	90	<b>1,942</b>
<b>9</b>	2,229	172	487	<b>2,888</b>	2,229	172	487	<b>2,888</b>
<b>10</b>	1,331	468	42	<b>1,841</b>	1,588	468	122	<b>2,178</b>
<b>11</b>	0	0	0	<b>0</b>	553	54	36	<b>643</b>
<b>12</b>	1,535	555	286	<b>2,376</b>	1,809	548	286	<b>2,643</b>
<b>13</b>	244	28	588	<b>860</b>	266	96	505	<b>867</b>
<b>14</b>	19	0	508	<b>527</b>	1,206	100	978	<b>2,284</b>
<b>15</b>	2,254	309	1,316	<b>3,879</b>	3,611	316	1,343	<b>5,270</b>
<b>16</b>	736	9	131	<b>876</b>	1,403	9	131	<b>1,543</b>
<b>TOTAL</b>	<b>13,588</b>	<b>2,102</b>	<b>5,490</b>	<b>21,180</b>	<b>19,668</b>	<b>2,504</b>	<b>6,615</b>	<b>28,787</b>

*Notes:* "Buildout" figures are based on the revised land use designations and holding capacities in the 1996 revised General Plan. "Detached Single Family" units have open space on all four sides; "Attached Single Family" units include duets and townhomes; "Multi-Family" units include other units types (condominiums, apartments, etc.). Unless unit type is known, it is assumed that one-third of non-DSF future units will be ASF.

See Figure I-4 for housing subareas.

FIGURE IV-1  
POPULATION PROJECTIONS

Population (Thousands)



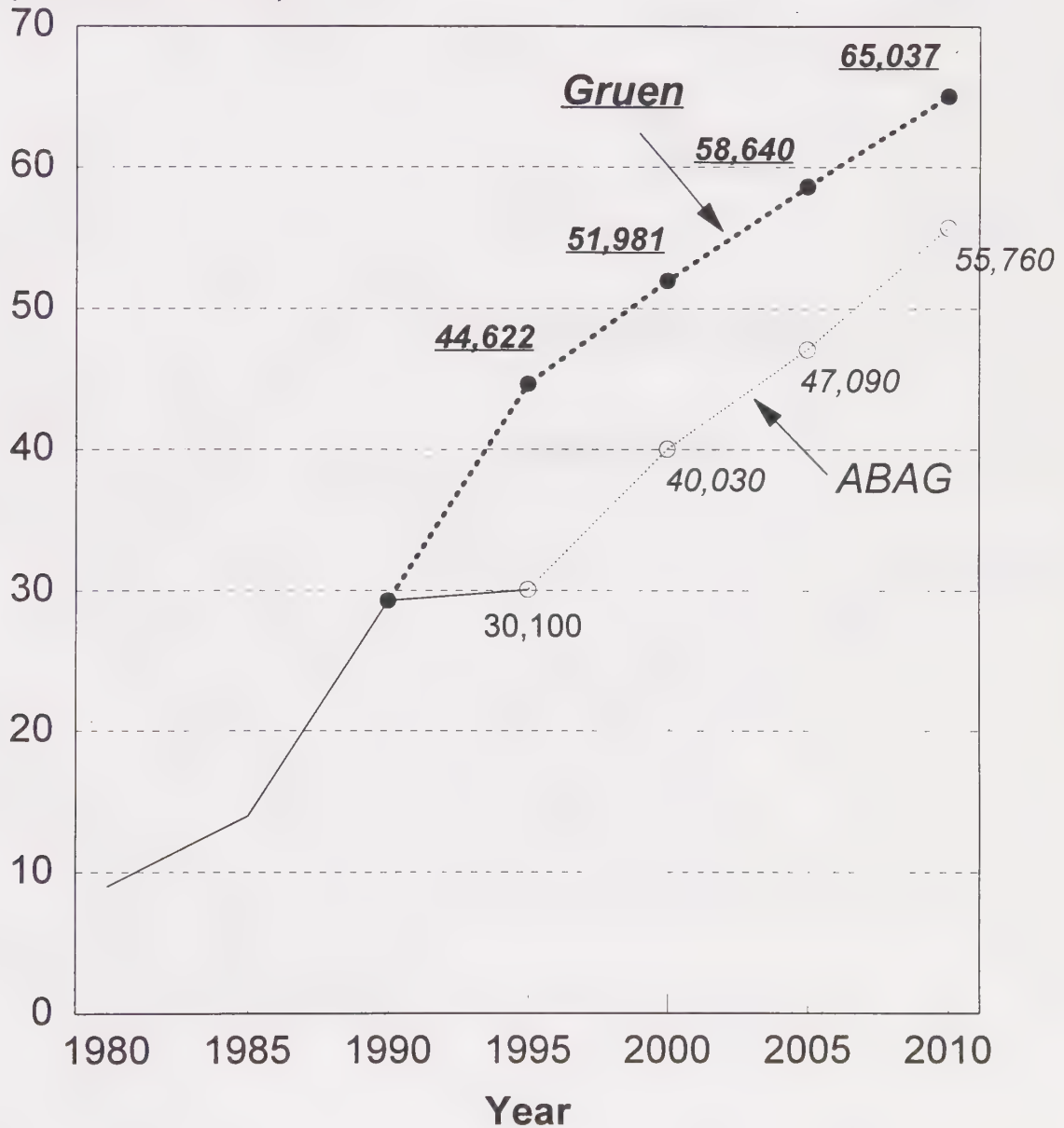
Sources: ABAG, Projections 94, December 1993; City of Pleasanton.



FIGURE IV-2

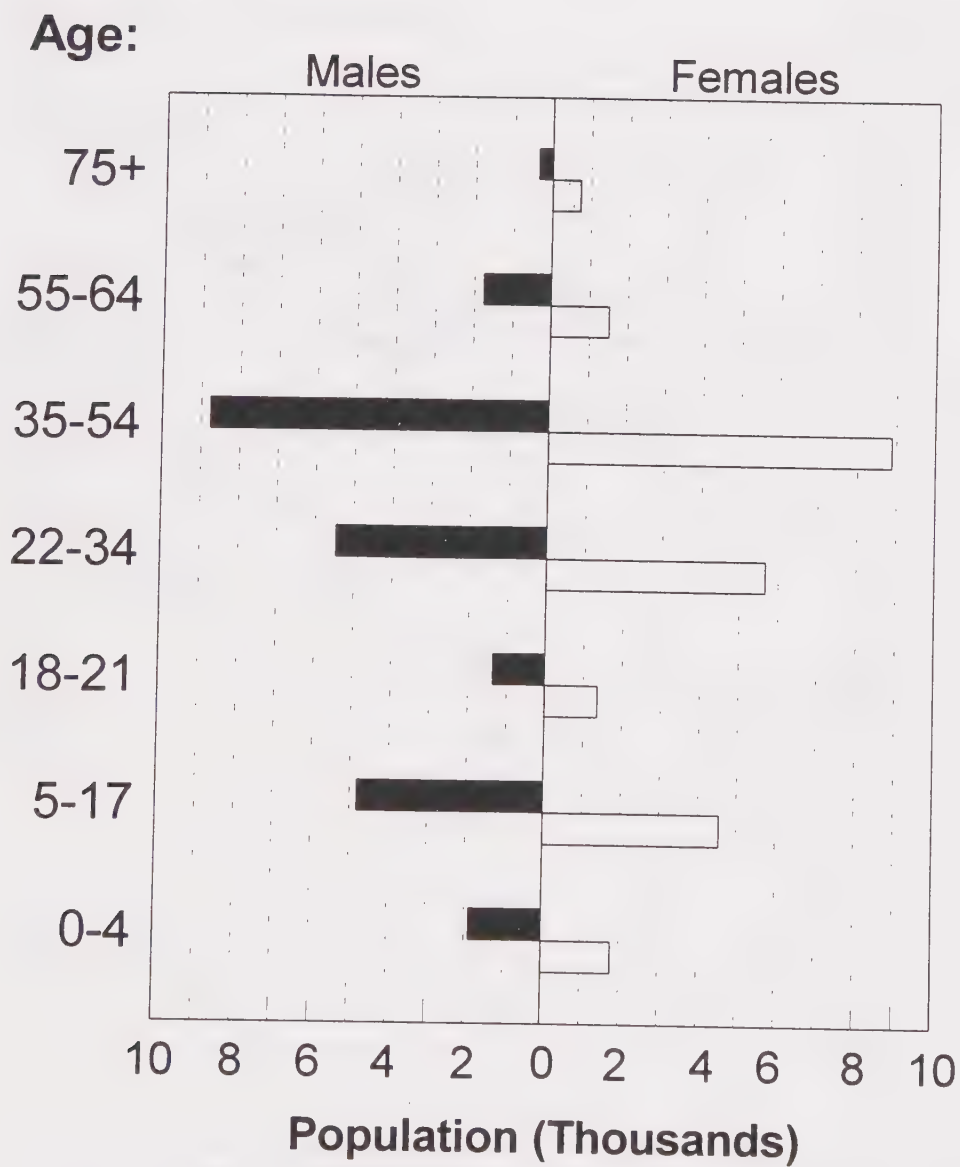
EMPLOYMENT PROJECTIONS

**Employment**  
(Thousands of Jobs)



Sources: Association of Bay Area Governments (ABAG), *Projections 94*, December 1993;  
Gruen Gruen Associates, *Projections of Employment and Household Growth in  
the Tri-Valley*, July 1985.

**FIGURE IV-3**  
**AGE DISTRIBUTION - 1990**



*Source: 1990 U.S. Census.*

**Figure IV-4**  
**Housing Units by Subarea**







THE PLEASANTON GENERAL PLAN

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V. PUBLIC SAFETY ELEMENT





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## V. PUBLIC SAFETY ELEMENT

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### PURPOSE

The purpose of the Public Safety Element is to provide information, policies, and programs directed toward reducing the potential for human injury and loss of life, and to minimize property damage and economic and social disruption due to natural and man-made hazards.

### RISKS OF HAZARDS<sup>1</sup>

All urban areas in California are subject to a variety of naturally-occurring hazards as well as hazards caused by human activities. **Risks** to life and property within the Planning Area are most commonly posed by geology (earthquakes, landslides, etc.), fire, flood, aviation and train accidents, and the accidental discharge of hazardous materials. None of these hazards can be avoided entirely or mitigated completely. However, potentially devastating impacts presented by such hazards can be reduced through the recognition of the safety risks and the application of safety standards designed to protect life and property to the greatest feasible extent.

The Public Safety Element contains policies and programs which establish "**safety**" criteria for evaluating new developments and which establish standards for the City's emergency response services and programs to protect life and property.

### GEOLOGIC HAZARDS

#### Geologic Setting

---

The Pleasanton Planning Area is located within the Amador Valley, which is part of the **Coast Range** geologic province of California. The Coast Range province is a large area of folded and faulted rocks situated along the western edge of the North American continent. The **Amador Valley** is a depression in this rock formation which joins the San Ramon Valley to the north with the Livermore Valley to the east. The geologic conditions which have formed the topography surrounding Pleasanton are the result of a global pattern of moving **continental plates** which have shaped the earth's outer surface over hundreds of millions of years.

The underlying geology of sedimentary rock in the Pleasanton Ridge and the Southeast Hills, the thick deposits of unconsolidated sediment on the Valley floor, and areas of older landslide deposits are factors which, along with the proximity of several earthquake faults, create a geologic setting susceptible to a number of **geologic hazards**. These hazards are described briefly below.

The potential extent and severity of any geologic hazard varies throughout the Planning Area depending upon the underlying geology, topography, soil type, groundwater table, and seismicity. Certain portions of the Planning Area are more at risk to particular geologic hazards than others, and the geologic characteristics of a specific area will result in different responses to seismic activity.

## Seismic/Earthquake Setting

---

Earthquake magnitude is a measure of overall earthquake size at the epicenter, and is recorded by the **Richter Scale** (Table V-1), a logarithmic scale related to seismograph readings. In addition, seismologists use "**moment magnitude**" to measure the amount of energy released by an earthquake. The moment magnitude is proportional to the area of the fault plane that has slipped and thus is directly related to the fault length. An earthquake may have one moment magnitude but a range of intensities. "Intensity" is a measure of the effect of an earthquake at a specific location. The most commonly used measurement of earthquake intensity and ground-shaking is the **Modified Mercalli Intensity Scale** (Table V-1). The intensity of earthquake ground-shaking in any one area varies for a number of reasons: the magnitude of the earthquake; the distance of the site from the fault source; the direction of propagation of the rupture; and the type of geologic materials underlying the site, with stronger shaking occurring on softer soils.<sup>2</sup>

Almost all of the major faults in the Bay Area are **strike-slip faults** where the rupture along the fault plane extends almost vertically into the ground, and the ground on one side moves past the ground on the other side. In some earthquakes, the surface of the ground can rupture along the fault, or a landslide can be triggered, or a number of other incidents may occur. But in all earthquakes the ground shakes, and most earthquake damage is caused by the shaking of the ground itself.<sup>2</sup>

A number of **earthquake faults** are either within or in close proximity to the Pleasanton Planning Area. Those with the most direct and potentially destructive impact are the San Andreas, Calaveras, Hayward, Greenville, and

Concord-Green Valley Faults. Figure V-1 shows the location of faults in and near the Planning Area, and Table V-2 lists their seismic parameters. The history of earthquake activity along these faults, together with the unstable nature of some of the surrounding soil types, indicate the likelihood of a **major earthquake** with potentially devastating effects within the next 100 years.

Portions of the Planning Area which are underlain by loosely compacted soils may therefore experience the greatest amount of **ground-shaking** and damage, even though they may not be closest to the fault rupture. Figure V-2 illustrates the area-wide susceptibility to groundshaking in the Planning Area. Other portions of the Planning Area, while probably suffering less damage from ground-shaking, may experience other seismically-related impacts:

1. **Landslides** could occur generally in areas shown in Figure V-3, as a result of groundshaking. An earthquake occurring in conjunction with a season of heavy rainfall when soils are saturated with water would create the most severe danger of landslides.
2. **Lateral spreading** could occur along the arroyos where surface materials consist of young alluvial and fluvial deposits. An occurrence of lateral spreading due to seismic activity is also most likely in conjunction with heavy rainfall.
3. **Liquefaction** could occur when certain types of soils turn into a sort of a "quicksand." Susceptibility to this hazard is greatest when ground water tables are high.



**Other seismic hazards** with less potential impact on the Planning Area include surface faulting, lurch cracks, rock falls, differential settlement, and seiches. Table V-3 and Figure V-4 show the estimated level of impact based on the various seismic hazards. Catastrophic events, such as failure of the **Del Valle Reservoir Dam** and subsequent flooding of the Pleasanton Planning Area, is considered to have an extremely low potential for occurrence.

### **Earthquake Fault Zones**

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The **Alquist-Priolo Hazards Act** passed by the State legislature in 1972 (renamed the "Alquist-Priolo Earthquake Fault Zoning Act" in 1993) established earthquake fault zones along faults considered by the State Division of Mines and Geology to be active or potentially active. An active fault is considered one which has experienced surface displacement within the last 11,000 years, while a potentially active fault is a fault which has moved during the past two to three million years but not proven to have moved within the past 11,000 years. The earthquake fault zone extends for 500 feet in width on either side of an identified fault trace of major active faults and about 200 to 300 feet in width on either side of a minor active fault, as designated by the State. Development of a building for human occupancy is generally restricted within 50 feet of an identified fault. The Calaveras and Verona Faults are the only faults within the Planning Area currently designated as Alquist-Priolo Earthquake Fault Zones by the State (Figure V-3).

When construction of a building for human occupancy is proposed within an earthquake fault zone, a geotechnical investigation is required and must be submitted to the City for review. This study, prepared by a registered

geologist, presents conclusions regarding the location and existence (or absence) of active faults at the site and also contains recommendations for determining building setback distances from the identified faults. The City's **consulting geologist** reviews the reports for acceptability.

### **Impact Projections and Mitigations**

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It is not possible to predict with accuracy the **extent of damage** in the event of a significant earthquake. However, some types of damage can be generally expected. In **residential** areas, chimneys, porches, and stucco may be damaged by moderate shaking during a quake. Structures not properly fixed to foundations may slip from them. In **commercial and industrial** areas, a severe earthquake can lead to significant damage or collapse of unreinforced masonry buildings. The City has nearly completed a program for seismic retrofitting of unreinforced masonry buildings to address this problem.

The **State Uniform Building Code (UBC)** requires that structures be designed and built to withstand groundshaking during earthquakes. The UBC frequently is updated as new information is available through continued research and experience. The City regularly adopts and enforces revised versions of the UBC. In general, the performance objectives set for structures under the UBC are: (1) resist minor earthquakes without damage; (2) resist moderate earthquakes without structural damage, non-structural damage may occur; and (3) resist major earthquakes without collapse, some structural damage may occur.

**Secondary impacts** caused by earthquakes can include fires resulting from ruptured electric and gas connections and other sources.

Suppressing fires can be complicated by breaks in water distribution lines. Fires and impassable roads can complicate emergency response, and road closures can limit evacuation routes and timely response to emergencies. To address these problems, the City has nearly completed a **seismic retrofit program** of existing utility lines which cross active faults. In addition, recent infrastructure has been built to withstand fault displacement. However, in the event of a severe earthquake, most or all utility systems could be inoperable for several days.

Table V-1 indicates the type of damage which could be expected with **varying magnitudes** and intensities of earthquakes as measured by the Richter Scale and the Modified Mercalli Intensity Scale. Figure V-2 indicates the amount of groundshaking and related damage which could be expected in Pleasanton due to seismic activity along the Hayward and Calaveras Faults. These faults are expected to cause the most ground-shaking movement in the event of an earthquake.

### **Non-Earthquake Related Geologic Hazards**

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Two other non-earthquake related geologic hazards exist in the Planning Area. These include landslides not related to seismic shaking and expansive soils.

**Landslides** (Figure V-3) can involve both the simple sloughing downslope of a small-sized surficial land mass for a distance of several inches or massive earth movements of many feet. The latter can cause substantial damage to land and structures. Landslides may occur at any time but are more likely during the rainy season, when soils are saturated with water and their cohesive abilities are more likely to break down.

For general planning purposes, a high potential for **active landsliding** should be considered to exist on all slopes bordering the Amador Valley and other hill slopes within the Planning Area, unless site specific geotechnical investigations can demonstrate local stability. However, the Southeast Hills are generally more stable and less prone to slope failure than the eastern slopes of the Pleasanton Ridge.

**Development is restricted** in areas prone to landslides, slope instability, or with slopes of 25 percent or greater. These areas are generally designated on the General Plan Map as Public Health and Safety. Where development is permitted, the City's policy is to require site specific **geologic investigations and soils reports** to be prepared and submitted during the plan review process for any type of development proposed. These studies recommend measures to mitigate any potential hazards related to grading, construction, and operation of a development. The City's **consulting geologist** reviews the reports for acceptability. Projects must address the recommendations of the City's geologist. Sites must be shown to be stable during adverse conditions such as saturated soils and groundshaking, and during grading for roads, installation of infrastructure, and the creation of building pads. Reports must demonstrate that structures will sustain no more damage due to slope instabilities than damage sustained by a typical building constructed to current Uniform Building Code standards on stable soils when exposed to moderate groundshaking. In unstable areas, the City seeks to minimize grading of slopes for construction or slope stability repairs, limit grading only to where it is essential for development, and prohibit major grading where existing slopes are 25 percent or greater.



The General Plan Map responds to the potential for landsliding by designating a majority of the land on Pleasanton Ridge as Agricultural and Grazing and Parks and Recreation, and the Southeast Hills as Public Health and Safety. Flatter and generally more stable portions of these areas are designated for Low Density Residential development surrounded by Rural Density Residential development because the potential for landslides and other hazards appears to be sufficiently low in these areas.

**Expansive Soils** are surface deposits rich in clays that expand when wet and shrink when dried. While this geologic hazard does not produce the catastrophic impacts of a large earthquake, their cumulative economic cost to a community can be considerable. **Shrink-swell** activity in subsurface soils can seriously damage building foundations, streets and other paved areas, underground utilities, and swimming pools. When expansive soils are present on a slope, they can promote downslope creep of the entire thickness of surficial deposits present on the slope (in some cases to depths of more than ten feet).

Expansive soils are potentially present at or near the surface in areas in northern Pleasanton and along the northeastern flank of Pleasanton Ridge. A moderate potential exists for their presence throughout the remainder of the Planning Area, and site-specific studies are required to determine their actual presence at a given location. Figure V-5 illustrates the underlying geology of the Planning Area which can be used to identify areas of probable expansive soils.

The Uniform Building Code contains minimum requirements for construction on expansive soils. These requirements have become more stringent since the 1970's and

early 1980's when a number of Pleasanton's residences were constructed and have since suffered some structural and foundation damage due to expansive soils. The City has adopted policies which now require a soils engineer report for development in areas of moderate to highly expansive soils, and all buildings in these areas must be constructed according to the engineer's recommendations. The engineer must also inspect piers and foundations for compliance with the recommendations.

## **FIRE HAZARDS**

Fire hazards exist in both **developed and undeveloped areas**. Those occurring in developed areas typically include buildings, rubbish, automobiles, and grass fires on vacant lots. Those in undeveloped areas often include large brush and grass fires.

### **Urban Fire Hazards in Developed Areas**

Due to the proximity of people and structures, fires in **urban areas** can pose a threat to both life and property. Table V-4 shows the categories which the Pleasanton Fire and Building Departments use to classify the potential hazards of various types of buildings. Those **structures** posing the greatest fire hazards include public assembly buildings, institutions, multiple-family residential structures, shopping centers, hazardous use occupancies, and multi-story large floor area occupancies.

In descending order, the majority of fires in Pleasanton's urbanized area tend to be vehicle, building, grass, and refuse fires. Historically, structural fires have occurred mostly in residential buildings because of the City's large proportion of housing.

In the future, the proportion of industrial, commercial, and office buildings will increase; the existing housing stock will age; and new residential developments will be built in previously undeveloped areas adjacent to wild fire hazard areas. These trends will **increase the chance of fires** and will require greater staff and equipment levels to maintain today's high standard of fire prevention and safety.

### **Wild Fire Hazards in Undeveloped Areas**

**Wild fires** are usually caused by human activities such as equipment use or smoking, and result in loss of valuable natural resources, soil erosion, and damage to life and property. Once a wild fire has been ignited, its outcome is affected by three environmental factors: **fuel, climate, and topography**.

The quantity and type of vegetation available for burning is called **fuel loading**. **Woodlands** over six feet in height and covering 20 percent or more of the ground area is considered heavy fuel loading. **Scrub** including brush, shrubs, and other perennial vegetation less than six feet and having similar coverage is considered medium fuel loading. **Open areas** including grasslands, fields, and barren land, are considered light fuel loading.

**Climate** conditions which affect the severity of fires include wind, relative humidity, and precipitation.

**Topography** influences wild fire behavior and the ability of firefighters to suppress fires once they occur. Fires tend to burn more rapidly upslope than down, and the steeper the slope the greater the rate at which the fire spreads. **Steep slopes** also contribute to the channeling effects of winds which spread fires more quickly. In addition, steep slopes increase travel times for fire vehicles and firefighters

and restrict the methods possible for fighting the fire.

Table V-5 and Figure V-6 define three fire hazard zones (**Moderate, High, and Extreme**) based on a combination of the environmental factors mentioned above. These hazard ratings are intended to provide a general appraisal of the chances for a fire to develop and break out of control. It is important to note that the descriptions given the three ratings avoid the use of a low rating because no portion of the natural landscape can be considered a low fire hazard.

### **Public Resources for the Mitigation of Fire Hazards**

The **Pleasanton Fire Department** is responsible for fire protection and suppression for all areas within the city limits in addition to providing contractual services in a number of developed areas outside the city limits including Happy Valley, the Remen Tract, and the Castlewood Country Club. The California Department of Forestry's Sunol Range Station has jurisdiction in the Pleasanton Ridge, Southeast Hills, and several pockets of unincorporated land adjacent to Pleasanton's city limits. The eastern portion of the Planning Area is under the jurisdiction of Alameda County's Fire Department Station Eight, located in Livermore.

The location of fire stations determines in large part the time it takes for a fire engine to travel from the station to the location of the fire. The ideal **response time** is less than three minutes and should be no more than five minutes, based on the time it takes for a building fire to get out of control (i.e., flash-over) and the critical period for providing medical or other emergency services. The Pleasanton Fire Department



currently has a response time average of four minutes and thirty-nine seconds.<sup>3</sup> The majority of the Planning Area lies within a three-minute response time. However, developments which are located outside the five-minute response time are required to provide additional fire mitigation measures, such as automatic fire sprinkler systems.

In addition to response times, **fire personnel and apparatus** are important factors in providing emergency medical services and in fighting and preventing fire hazards. Pleasanton's Fire Department has 53 paid employees, of which 44 engage in fire suppression. Department fire prevention, suppression, and rescue **equipment** consists of 14 vehicles, i.e., five engines, one 65-foot aerial ladder truck, two rescue squads, one grass vehicle, one command vehicle, four administrative vehicles, an incident command and support vehicle, and a wild-fire fighting vehicle. Major City expenditures for additional necessary fire apparatus are allocated for the near future.

A new **Fire Station No. 4** is being planned to provide improved service to the southeast portion of the City. Response time to both emergency and non-emergency calls should improve when this station is constructed (a factor which will also improve the City's ability to service the fire needs of the high-hazard areas in the Southeast Hills).

The Ruby Hill development extended fire response requirements to the southeast portion of the City, where significant development will occur. A cooperative agreement is in effect with the City of Livermore for mutual aid, and an emergency services building, housing Pleasanton firefighters/paramedics, is planned.

The **Sunol station** in unincorporated Alameda County has a minimum of one engine and two firefighters for structural response only during the non-fire season and a maximum of three engines and ten firefighters during the fire season. A typical wild fire, in comparison, could demand as many as five engines, two administrative vehicles and fifteen firefighters, along with access to helicopters and aerial tankers. In order to address this potential deficiency, the Pleasanton Fire Department participates in a **mutual aid agreement** which provides for additional fire suppression services, personnel, and support equipment.

Another important requirement in fire suppression is adequate **fire flow**, which is the amount of water, expressed in gallons per minute, available to control a given fire. The total fire flow needed to extinguish a fire is a function of building construction, occupancy, area, and height; fire loading; and distance between buildings. The City's Fire Department uses the **Insurance Services Office (ISO)** rating system for determining necessary fire flow. Fire flow for a given building is totally dependent on a reliable water supply, standards for which are set nationally and by the City. Pleasanton's fire flow is adequate throughout the City with very few exceptions. In these areas where improvements are needed, the City has been actively pursuing measures to mitigate these problems which include the addition of sufficient reservoirs and/or water mains and hydrants or built-in fire protection systems, such as automatic fire sprinklers.

## **Fire Prevention**

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In addition to adequate means of fire suppression, **fire prevention** efforts are essential to an effective fire protection program. The best way to control a fire is to

prevent it from occurring in the first place. The Pleasanton Fire Department encourages this approach through its public **education programs** and **regularly scheduled inspection** of all non-residential buildings. The Building and Fire Departments also require built-in **fire protection systems** in certain new developments, including automatic fire sprinklers, fire resistant construction, and early warning fire detection systems, in addition to access and setback requirements which facilitate firefighters' entry and provide fire separation.

In order to implement fire protection measures, the Ordinance Code of the City of Pleasanton contains four sections that bear directly on fire safety. The **Building Code** provides minimum standards for design, construction, materials, occupancy, location, and maintenance of all buildings within the City. The **Fire Code** regulates how a building is used, how machines and equipment are maintained, how hazardous materials are handled and stored, and how access to and from a site is provided. The **Zoning Ordinance** regulates site location and design, the type and intensity of land uses, building height and separation, access, and street layout. The **Subdivision Ordinance** establishes standards for roadway dimensions, subdivision layout, and public improvements needed to protect public safety. In addition, all new developments are reviewed by City departments for their potential effects on public safety, and conditions are attached to minimize those effects and inspections conducted to ensure proper installation.

Pleasanton's fire protection services are evaluated by the **Insurance Services Offices (ISO)** whose ratings establish the fire insurance rates paid by local residents and businesses. ISO evaluates water supply,

department equipment, personnel, operations and communication systems. Pleasanton's ISO rating is three on a scale of one to ten, where one is the best. One of the Fire Department's objectives is to maintain or improve that rating so as not to increase insurance rates for Pleasanton residents and businesses.

## FLOOD HAZARDS

The Planning Area is subject to flood hazards resulting from **dam failure** and heavy rainfall. If the **Del Valle Reservoir**, which holds 77,100 acre-feet of water at full capacity, were to fail due to an earthquake or similar disaster, water in the dam would be released, and flooding of the Amador Valley would occur as shown in Figure V-7. The resulting area of inundation assumes that the reservoir would be filled to the maximum, which it usually is not, and that the dam would fail suddenly and completely. Although the dam's failure has only a very small likelihood of occurrence, the possibility exists for extensive property damage and loss of lives.

The other type of flood hazard existing in Pleasanton results from the possibility of **heavy rain** causing natural flooding due to the overflow of stream courses. Historically, the Amador Valley has experienced relatively frequent and substantial flooding because many streams which drain large areas of impermeable soils converge in the area. During periods of intense rainfall, runoff was rapid causing stream flows to exceed floodway capacities and inundate adjacent areas of the flat valley floor. Extensive flood channel improvements required of development projects during the past fifteen years have significantly reduced this type of flood hazard. Figure V-8 illustrates those portions of the Planning Area remaining within the **100-year**



**flood zone.** This zone refers to the level of flooding that has been estimated to occur, on the average, once every 100 years in a given area (one percent chance per year).

### **Public Resources for the Mitigation of Flood Hazards**

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The Planning Area lies within **Zone 7** of the Alameda County Flood Control and Water Conservation District which is empowered to control and conserve flood and storm waters, and protect water sources, watersheds, highways, life, and property from damage from such waters. Zone 7 has overseen improvements to all of the City's streambeds. The primary area where **flood control improvements** still need to be made includes the confluence of the Arroyo Las Positas into the Arroyo Mocho in the area between El Charro Road and the existing city limits, and the Arroyo de la Laguna south of Bernal Avenue. In addition, an annual maintenance program designed to maintain the capacity of the existing Arroyos throughout the City is needed to mitigate any flood hazard potential and keep the flood hazard to a minimum.

In addition to flood control improvements, residents of areas subject to flooding can seek partial relief through the **National Flood Insurance Program** which provides flood insurance at affordable rates through a Federal subsidy. In areas subject to 100-year flooding, flood insurance must be purchased as a condition of obtaining Federally insured mortgages. The construction of new structures and additions must be adequately "floodproofed," which is normally accomplished by raising the building to an elevation above the 100-year flood level.

## **HAZARDOUS MATERIALS**

Currently there are 309 locations in Pleasanton where **hazardous materials** are used or stored, of which 44 have underground storage tanks containing hazardous materials, primarily motor vehicle fuel products. The Fire Department maintains a computerized list of hazardous material users and screens all applicants for use permits. As the City develops additional industrial and commercial uses, there will be an increase in the amount and variety of hazardous materials handled and stored within the Planning Area. Hazardous materials include industrial wastes (e.g., solvents), pesticides (e.g., insect spray), radioactive wastes (e.g., laboratory by-products), infectious wastes (e.g., medical specimens) and combustible fuels (e.g., gasoline).

In 1993, the City of Pleasanton adopted a **Hazardous Materials Storage Permit Ordinance** which is designed to define materials which are hazardous; minimize the potential of an accidental discharge; provide early warning in the event of a discharge; minimize the potential for groundwater contamination; and provide a means of inventorying, monitoring, and inspecting the storage of hazardous materials in locations throughout the City. A permit is required for the storage of any hazardous material in an underground tank and the above-ground handling, use, or storage. Underground tanks are required to have a secondary containment, a monitoring system for leak detection, and simplified emergency procedures visible at the storage location.

In order to accomplish these objectives, the Ordinance, in addition to adopted Fire and Building Codes, provides **standards** for containment; requires site specific management

plans; provides for an inventory of all materials classified as hazardous while protecting trade secrets; stipulates responsibilities for reporting discharges and conducting clean-up; provides the authority for City inspections; and enables civil and criminal penalties for violations of the Ordinance. The Fire and Building Codes provide for building construction standards and requirements for hazardous material controls. The City presently contracts with a hazardous material consultant to maintain technical expertise in implementing the Ordinance and recent Fire Code compliance. New legislation requires cities and counties to administer hazardous waste programs. Pleasanton has petitioned the State of California for the authority to administer both these programs as a Certified Unified Program Agency (CUPA).

## AVIATION HAZARDS

### Airports

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Although not located within the Pleasanton Planning Area, the **Livermore Municipal Airport** affects land uses in Pleasanton in the form of noise and safety impacts. In Alameda County, these impacts are regulated by the Airport Land Use Commission (ALUC) by means of an Airport Land Use Policy Plan and a Airport Protection Area boundary.<sup>4</sup> The Plan reflects anticipated airport growth over a 20-year period and attempts to prohibit or reduce obstacles to air navigation, exposure of persons on the ground to accident potential, crash hazards, and noise exposure. In order to mitigate these impacts, the Plan includes building height restrictions, allowable uses of land, and building standards, such as soundproofing, in areas affected by airport operations as defined by the Airport Protection Area plan.

Surrounding the Livermore Airport, the ALUC has adopted a **General Referral Area** within which Pleasanton must submit proposed projects to the ALUC for its review and determination of consistency with the Airport Land Use Policy Plan. The Plan also establishes boundaries for safety zones at both ends of airport runways, height referral areas within airspace affected by aircraft activities, crash hazard zones, and noise impact zones based on long range projections of airport noise exposure. These boundaries and the policies which apply within them are described in detail in the Airport Land Use Policy Plan and Airport Protection Area plan. These boundaries are shown in Figure V-9.

Pleasanton's General Plan and Stoneridge Drive Specific Plan must be consistent with the Airport Land Use Policy Plan and Airport Protection Area plan. The General Plan Map does not contain any land within the Livermore Airport safety zone. Substantial areas within the Pleasanton Planning Area lie within the Airport's height referral area, although they are located at sufficient distances so that all uses allowed under the City's 85-foot zoning height limit for commercial and industrial uses and 40-foot limit for residential uses would be compatible. No residential land use designations are located within the Airport Protection Area.

### Heliports

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The Hacienda Business Park operates a very limited, and temporary **heliport** near Owens and Chabot Drives. Flight paths to and from the heliport are directly over I-580. The Valley Care Medical Center also operates a heliport at its hospital on Santa Rita Road. This heliport is operated on an as-needed basis for emergency medical transportation.

## EMERGENCY OPERATIONS

The City of Pleasanton has adopted an **Emergency Operations Plan<sup>5</sup>** to provide for the safety of the community in the event of a major emergency such as an earthquake, flood, fire, nuclear accident, civil disturbance, or hazardous materials spill. The Plan provides the basis for direction and control of emergency operations and continuity of government, saving life and property, repairing and restoring essential systems and services, managing remaining resources, and coordinating operations with other jurisdictions.

The Plan contains specific task assignments for various City personnel under emergency conditions including staffing of warning and communications systems, emergency operating centers, and shelters. When a disaster occurs, the normal governmental organization converts to one more effective in coping with the public

health and safety problems created by an emergency. The City has established its Police Department facility at 4833 Bernal Avenue as the **Emergency Operations Center** which is designed to function as a communications and administrative headquarters in the event of an emergency. The Fire Station at 6300 Stoneridge Mall Road has been designated as the Alternate Emergency Operations Center. Other critical facilities which could be utilized in an emergency are shown in Table V-6 and Figure V-10.

### **Public Safety Goals, Policies, and Programs**

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The following goals, policies, and programs, in addition to those contained in other Elements, constitute an action program to implement the objectives described in this Element.



## V. PUBLIC SAFETY GOALS, POLICIES, AND PROGRAMS

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### Seismic Safety

Goal 1: To minimize the risks to lives and property, and to minimize the potential liability to the City, due to **seismic activity** within the Planning Area.

Policy 1: Restrict development in areas prone to **seismic safety hazards**.

Program 1.1: Comply with the **Alquist-Priolo Act** and other seismic safety criteria established by the City of Pleasanton.

Program 1.2: Prohibit construction of habitable structures within at least 50 feet of an **identified active fault trace** as shown on site-specific geologic studies.

Program 1.3: Prohibit construction of facilities and systems vital to the public health and safety (e.g., water facilities, fire stations, hospitals, communication facilities, etc.) within the **Alquist-Priolo Earthquake Fault Zones**.

Policy 2: Investigate the potential for seismic hazards during the development review process, and implement soil engineering and construction standards which minimize potential **danger from earthquakes**.

Program 2.1: Require site-specific soils, geologic, and/or geotechnical **engineering studies** prior to development approval of structures for human occupancy for any project proposed within areas shown on current Alquist-Priolo Earthquake Fault Zones Maps. Also, require such studies for any project proposed within areas identified with "Moderately High" to "Extreme" seismic shaking amplification (Table V-3 and Figure V-4).

Program 2.2: Design and construct all structures to address potential seismic and geologic hazard conditions according to the **State Uniform Building Code** standards or more stringent standards. All structures and facilities not addressed by the UBC shall be designed and constructed to mitigate potential seismic and geologic hazards as recommended by site specific soils, geologic, and/or geotechnical engineering studies.

Program 2.3: Design new utility lines that cross an **active fault trace** with appropriate engineering and design mitigations as recommended by site specific soils, geologic, and/or geotechnical engineering studies.



Program 2.4: Design new bridges and retrofit existing bridges with appropriate engineering and design mitigations in accordance with **CALTRANS standards**.

Program 2.5: Require **technical review and analysis** of soils, geologic, and geotechnical studies by a qualified consulting engineering geologist reporting to the City of Pleasanton. Incorporate the recommendations of the City's consulting engineer into the project design.

Program 2.6: Require professional inspection of foundations, piers, excavation, earthwork, and other aspects of site development during construction. Ensure that all mitigations recommended by the **City's consulting engineer** are incorporated into the project construction.

Policy 3: Require **post-earthquake construction**, if needed, to conform to all City codes and ordinances.

Program 3.1: Require building permits and enforce all current building requirements and codes for **post-earthquake construction**.

Policy 4: Rehabilitate or remove structures in the City which are especially susceptible to **seismic hazards**.

Program 4.1: Update the City's **inventory of structures** located in potentially hazardous areas (Table V-3, Figure V-2, and Figure V-3).

Program 4.2: Develop guidelines and procedures for **rehabilitating structures** located in potentially hazardous areas.

Program 4.3: Retrofit existing **critical utility lines** that cross active faults with automatic shut off devices or other means to accommodate ground movement and surface rupture.

Program 4.4: Comply with State requirements regarding the removal or retrofitting of **unreinforced masonry structures** susceptible to seismic hazards and damage.

## Geologic Hazards

Goal 2: To minimize the risks to lives and property, and to minimize potential liability to the City, due to **geologic hazards** within the Planning Area.

Policy 5: Investigate the **potential for geologic hazards** as part of the development review process, and maintain this information for the public record.

Program 5.1: Require site-specific **soils studies** for all new development prior to the issuance of building permits and prior to the approval of final improvement plans in areas with "Moderate," "Moderate to High," or "High" hazards for the following geologic hazards: seismic shaking, lateral spreading, differential settlement, lurch cracking, liquefaction, erosion, and expansive soils.

Program 5.2: Require site-specific **geologic and/or geotechnical engineering studies** prior to development approval in areas with "Moderate," "Moderate to High," or "High" hazards for the following geologic hazards: surface fault rupture, bank failures, rock falls, and landslides; and for areas with slopes equal to or greater than 20 percent.

Program 5.3: Require measures to **mitigate** potential geologic safety hazards during adverse conditions such as saturated soils and groundshaking, and during grading of the site for roads, installation of infrastructure, and creation of building pads. Mitigation measures identified by the site engineering studies shall be incorporated into the project design.

Program 5.4: Require **technical review and analysis** of geotechnical studies by a qualified consulting geotechnical engineer reporting to the City. Incorporate the recommendations of the City's consulting engineer into the project design.

Program 5.5: Permit development in areas with a "**high**" **susceptibility** to geologic hazards only when geologic and soils investigations demonstrate that hazards can be mitigated by accepted engineering and construction techniques. Mitigation measures identified by the investigations shall be incorporated into the project design and subject to approval by the City's reviewing geologist/engineer.

Policy 6: Restrict new development of sites with structures intended for human occupancy in any **landslide prone** area and indicated as "Moderate" through "High" hazard for any geologic zone.

Program 6.1: Prohibit new development of sites with structures intended for human occupancy in any **landslide-prone** areas which also are indicated as "**High**" **hazards** and designated on the General Plan Map as Public Health and Safety.

Program 6.2: Permit development in **landslide-prone** areas identified as "**Moderate**" and "**Moderate to High**" only when site specific geologic and soils investigations demonstrate that geologic hazards can be mitigated. Sites must be shown to be stable during adverse conditions such as saturated soils, groundshaking, and during grading of the site for roads, installation of infrastructure, and creation of building pads. Engineering studies shall demonstrate that structures in landslide prone areas would sustain no more damage due to slope instabilities than damage sustained by a similar building in the Pleasanton Planning Area constructed to current UBC standards and located on soils with a low susceptibility to failure when exposed to moderate groundshaking.

Program 6.3: Require developers to include **drainage, erosion, and landslide mitigation measures** to reduce landslide potential.

Program 6.4: Design irrigation systems to minimize the potential for **soil saturation, excessive run-off**, and other factors deemed to contribute to slope instability.

Program 6.5: Design grading plans to **minimize earth moving activity** and site grading in areas of potential land instability and in areas identified as having a "Moderate" through "High" landslide potential.

Policy 7: Implement standards to **assist City decision-makers** in the evaluation of development proposals and management of geologic hazard areas.

Program 7.1: Establish a **list of** pre-qualified geologic, geotechnical, soils, and structural engineering **firms** acceptable to the City as reviewing consultants.

Program 7.2: Review and update as necessary the City's "**Standards for Geotechnical and Engineering Reports.**"

Program 7.3: Adopt updates to the **Uniform Building Code** and other safety standards in a timely manner.

Program 7.4: Encourage the establishment of **Geologic Hazard Abatement Districts** in areas prone to seismic, landslide, and other geologic hazards.

Program 7.5: Develop a **grading ordinance** which establishes criteria for evaluating and controlling grading due to development.

Program 7.6: Implement a study to be conducted by geologic/geotechnical/soils engineers with the goal of **relating quantifiable measures** (such as safety factors, amount of earth movement, ground-shaking potential/strength, etc.) to levels of structural damage which minimize earthquake danger to building occupants.

## **Fire Hazards**

Goal 3: To minimize the risks to lives and property due to **fire hazards** within the Planning Area, and to provide the highest quality of emergency response service feasible.

Policy 8: Provide an adequate level of **fire equipment and personnel** to protect the community.

Program 8.1: Incorporate Fire Department expansion needs into each year's **Capital Improvement Program and Operating Budget.**



Program 8.2: Require new development to pay for **fire safety improvement** needs generated by the new development.

Program 8.3: Maintain high standards of hiring **personnel** and provide in-depth training of department personnel to maintain and improve knowledge and skill levels.

Policy 9: Annex all **fire pockets** (territory enclosed by Pleasanton Fire Department Service Areas but not itself serviced) within the Pleasanton Planning Area.

Program 9.1: Initiate annexation discussions with landowners of **unincorporated areas**.

Policy 10: Strive to **respond** to all fire calls within five minutes.

Program 10.1: Deny proposed developments not within a **five-minute response time** of a Fire Station unless acceptable mitigations are provided.

Program 10.2: Develop a system of fire hazard **mitigations** based on the probability of occurrence and number of people at risk.

Program 10.3: Continuously evaluate the need for **new Fire Stations** as the City expands, and construct new stations as needed.

Policy 11: Maintain or improve the City's existing **Insurance Services Office fire protection rating** of three.

Program 11.1: Require developers to finance and construct necessary **water facilities** for their projects when they develop.

Program 11.2: Require that all new developments be provided with sufficient **fire flow facilities** at the time of development at least at the level specified by the Fire Chief.

Program 11.3: Implement the Fire Prevention Bureau's **public education** programs.

Policy 12: Upgrade the level of **fire resistivity** in all new and remodeled structures.

Program 12.1: Continuously update and enforce the City's **Fire and Building Codes** as new technologies occur.

Program 12.2: Maintain a **current inventory** of structures located in hazardous areas.



Policy 13: Require **fire mitigation** measures in new developments proposed, and require **additional mitigation** for those developments outside of the five-minute response time zones as determined by the Fire Chief.

Program 13.1: Require the installation of **early-warning fire-detection systems** or devices in all residential structures, and certain commercial structures.

Program 13.2: Require automatic **fire sprinklers** in all structures required in the Uniform Building Code in addition to all structures of 8,000 square feet and greater and all structures located in fire hazard areas.

Program 13.3: Ensure that all buildings be accessible to **fire vehicles** and fire fighting equipment.

Program 13.4: Identify potential fire hazards in all **non-residential occupancies**, and require their removal.

Program 13.5: Require a greater degree of fire resistivity in **roof covering** for buildings within hazardous areas.

Program 13.6: Cooperate with the California Department of Forestry to develop methods of reducing **fuel loading** in areas designated as Public Health and Safety which are consistent with other City policies regarding scenic views, landslides, etc.

Program 13.7: Implement the Fire Department's voluntary home fire safety **inspection program**.

Program 13.8: Require **fire breaks**, green areas/"wetblankets," and/or greater building setbacks adjacent to unmaintained open space areas.

## Flood Hazards

Goal 4: To minimize the risks to lives and property due to **flood hazards**.

Policy 14: Inform the public of the Del Valle Dam **evacuation system**.

Program 14.1: Conduct public meetings and issue press releases regarding **public evacuation** procedures.

Policy 15: Prohibit all development within the **100-year flood zone** unless mitigation measures which meet Federal Insurance Administration criteria are provided.

Program 15.1: Abide by the regulations of the **National Flood Insurance Program**, and continuously update related City ordinances.

Program 15.2: Support Zone 7's efforts to complete the **improved arroyo drainage system** for the Planning Area in order to remove properties from flood hazard zones.

Program 15.3: Cooperate with Zone 7 to preserve riparian corridors and **recreation potential** when making improvements.

Program 15.4: Cooperate with Zone 7 in the development of an **arroyo maintenance plan**, including those areas in private ownership.

### Hazardous Materials

Goal 5: To minimize the risks to lives and property due to potential exposure to **hazardous materials**.

Policy 16: Regulate the transportation, delivery, use, and storage of **hazardous materials** within the city limits.

Program 16.1: Enforce the provisions of the City's **Hazardous Materials Storage Permit Ordinance**.

Program 16.2: Require scheduled **on-site monitoring** of all sewer outfalls for sites permitted to store hazardous materials.

Program 16.3: Expand the Fire Department's **automated data system** to speed identification of hazardous materials and users in the event of an emergency.

Policy 17: Ensure that hazardous materials and potential contamination are **remediated** prior to development.

Program 17.1: Require a site specific **soils report** for new development where there is a history of prior industrial or agricultural land use activities.

### Air Navigation Hazards

Goal 6: To minimize the risks to lives and property due to **air navigation hazards** generated by the Livermore Municipal Airport.

Policy 18: Deny any development plan which would create any **air navigation hazards** due to electrical interference, smoke, glare, lighting, or other navigational hazard in the General Referral Area.

Program 18.1: Refer all General Plan amendments, specific plan amendments and rezonings proposed within the **General Referral Area** to the Alameda County Airport Land Use Commission (ALUC).

Program 18.2: Refer all General Plan amendments, specific plan amendments, and rezonings which lie within the Livermore Municipal Airport **Height Referral Area** and which may create buildings exceeding airport height standards to the Alameda County ALUC.

Program 18.3: Review and evaluate potential air navigation hazards through the City's **environmental review process**.

Program 18.4: Prohibit residential uses within the **Livermore Municipal Airport Protection Area**.

### Catastrophic Emergency

Goal 7: To operate efficiently in case of any catastrophic **emergency**.

Policy 19: Promote public awareness of the City's **Emergency Operations Plan** and implement its recommendations.

Program 19.1: Develop the Fire Department's proposed system of **sirens and speakers** which relay specific instructions to the public during an emergency.

Program 19.2: Conduct periodic **emergency exercises** among City staff members and other key personnel.

### Police Services

Goal 8: To provide the highest quality of **Police services** within the City, as feasible.

Policy 20: **Maintain and enhance**, where feasible, the level of police equipment and personnel to protect the community.

Program 20.1: Incorporate Police Department's potential expansion needs into each year's **Capital Improvement Program** and **Operating Budget**.

Program 20.2: Require new development to pay for **police safety** improvements required of that development.

Program 20.3: Maintain **high standards** of hiring personnel, and provide in-depth training of department personnel to maintain and improve knowledge and skill levels.

## Emergency Response

Goal 9: To provide the **highest quality** of emergency response services within the City, as feasible.

Policy 21: Enhance the level of **emergency response** service in Pleasanton.

Program 21.1: Evaluate the feasibility of using police and fire personnel to provide **paramedic service**.



## DEFINITIONS

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**Active Fault** - A fault which has exhibited displacement or seismic activity within the past 11,000 years.

**Alluvium** - A general term for unconsolidated sediment (such as silt, sand, and gravel) deposited during relatively recent geologic time by a stream or other running water.

**Fluvial deposits** - Sedimentary deposits produced by the action of a stream or river.

**Geologic Studies** - Studies prepared by a registered geologist and which address faulting, slope stability, erosion, seismicity, and related hazards.

**Geotechnical Engineering Studies** - Studies prepared by registered engineers and which address subsurface soils, drainage, and other conditions for purposes of designing foundations, pavements, retaining walls, and other improvements affected by soil conditions.

**Maximum Credible Earthquake (MCE)** - The largest earthquake that is likely to be generated along an active fault.

**Potentially Active Fault** - A fault which has moved during the past two to three million years but not proven to have moved within the past 11,000 years.

**Seismicity** - The earth movement phenomena as related to earthquakes; also a measure of the area's susceptibility to earthquakes.

## FOOTNOTES

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- <sup>1</sup> For a more detailed explanation of seismic and geologic hazards, please see Merrill & Seeley, Supplement to the 1986 Seismic Safety Element, March 1985.
- <sup>2</sup> Association of Bay Area Governments, The San Francisco Bay Area — On Shaky Ground, 1995.
- <sup>3</sup> City of Pleasanton, 1995 Growth Management Report Update, October 1995.
- <sup>4</sup> Alameda County Planning Department, Alameda County Airport Land Use Policy Plan, June 1986; and Airport Protection Area Amendment, January 1993.
- <sup>5</sup> City of Pleasanton, Emergency Operations Plan, as amended.

TABLE V-1  
EARTHQUAKE MAGNITUDE AND INTENSITY

Richter Magnitude (M)	(MM)	Modified Mercalli Intensity Scale of 1934
2	I	Not felt except by a very few under especially favorable circumstances.
2	II	Felt only by a few persons at rest, especially on upper floors of buildings. Delicately suspended objects may swing.
3	III	Felt quite noticeably indoors, especially on upper floors of buildings, but many people do not recognize it as an earthquake. Standing motor cars may rock slightly. Vibration like passing of truck. Duration estimated.
4	IV	During the day, felt indoors by many, outdoors by few. At night, some awakened. Dishes, windows, doors disturbed; walls make cracking sound. Sensation like heavy truck striking building. Standing motor cars rocked noticeably.
4	V	Felt by nearly everyone; many awakened. Some dishes, windows, etc. broken; a few instances of cracked plaster; unstable objects overturned. Disturbances of trees, poles, and other tall objects sometimes noticed. Pendulum clocks may stop.
5	VI	Felt by all; many frightened and run outdoors. Some heavy furniture moved; a few instances of fallen plaster or damaged chimneys. Damage slight.
5	VII	Everybody runs outdoors. Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable in poorly-built or badly designed structures; some chimneys broken. Noticed by persons driving motor cars.

TABLE V-1  
EARTHQUAKE MAGNITUDE AND INTENSITY  
(Continued)

Richter Magnitude (M)	(MM)	Modified Mercalli Intensity Scale of 1934
6	VIII	Damage slight in specially designed structures; considerable in ordinary substantial buildings, with partial collapse; great in poorly built structures. Panel walls thrown out of frame structures. Fall of chimneys, factory stacks, columns, monuments, walls. Heavy furniture overturned. Sand and mud ejected in small amounts. Changes in well water. Persons driving motor cars are disturbed.
7	IX	Damage considerable in specially designed structures; well-designed frame structures thrown out of plumb; great in substantial buildings, with partial collapse. Buildings shifted off foundations. Ground cracked conspicuously. Underground pipes broken.
7	X	Some well-built wooden structures destroyed; most masonry and frame structures destroyed with foundations; ground badly cracked. Rails bent. Landslides considerable from river banks and steep slopes. Shifted sand and mud. Water splashed over banks.
8+	XI	Few, if any (masonry) structures remain standing. Bridges destroyed. Broad fissures in ground. Underground pipelines completely out of service. Earth slumps and land slips in soft ground. Rails bent gently.
8+	XII	Damage total. Practically all works of construction are damaged greatly or destroyed. Waves seen on ground surface. Lines of sight and level are distorted. Objects are thrown upward into the air.

\* *Magnitude (M) and intensity (MM) comparison at epicenter (Richter, 1958).*

*Source: Merrill & Seeley, Inc.*



TABLE V-2  
SEISMIC PARAMETERS FOR ACTIVE FAULTS

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<u>Fault</u>	<u>Distance from Pleasanton (Miles)*</u>	<u>Maximum Historic Earthquake (M)*</u>	<u>Approximate Intensity in Planning Area (MM)**</u>	<u>Maximum Credible Earthquake (MCE)*</u>
Calaveras	0	6.2**	IV	7.0
Concord	20	5.4	II-III	6.3
Greenville	11	5.9	VI-VII	6.5
Hayward	9	6.8	VII-VIII	7.0
San Andreas	24	8.3	VII-VIII	8.3

---

\* Source cited in text

\*\* M 6.2 is April 24, 1984 Morgan Hill earthquake. Intensities MM VII to VIII felt in Amador-Livermore Valley during July 3, 1861 earthquake (estimated M 5.6 to 6+) on Calaveras Fault with epicenter near Pleasanton Planning Area (Toppozada and others, 1981). The historical record is poor.

Source: Merrill, Seeley, Mullen, Sandefur, Inc.

**TABLE V-3**  
**DESCRIPTION OF GEOLOGIC ZONE MAP**

GEOLOGIC IMPACTS	ZONES									
	Us	Al	Ah	Ao	G	Ur	Un	C	F	L
Seismic Shaking										
Lateral Spreading										
Differential Settlement										
Lurch Cracking										
Liquefaction										
Surface Fault Rupture										
Bank Failures										
Flooding										
Erosion										
Rock Falls										
Landslides										
Expansive Soils										

Nil to Low -   
 Moderate -   
 Moderate to High -   
 High -

*Notes: See Figure V-4 for location of units.  
 Most impacts increase after periods of high rainfall, and/or when the water table is high.*

*Source: Merrill, Seeley, Mullen, Sandefur, Inc.*

**TABLE V-4**  
**DESCRIPTION OF OCCUPANCIES BY GROUP AND DIVISION**

GROUP AND DIVISION	SECTION	DESCRIPTION OF OCCUPANCY
A-1	303.1.1	A building or portion of a building having an assembly room with an occupant load of 1,000 or more and a legitimate stage.
A-2		A building or portion of a building having an assembly room with an occupant load of 1,000 or less and a legitimate stage.
A-2.1		A building or portion of a building having an assembly room with an occupant load of 300 or more without a legitimate stage, including such buildings used for educational purposes and not classed as a Group E or Group B occupancy.
A-3		A building or portion of a building having an assembly room with an occupant load of less than 300 without a legitimate stage, including such buildings used for educational purposes and not classed as a Group E or Group B occupancy.
A-4		Stadiums, reviewing stands, and amusement park structures not included within other Group A occupancies.
B	304.1	A building or structure, or portion thereof, for office, professional or service-type transactions, including storage of records and accounts; eating and drinking establishments with an occupant load of less than 50.
E-1	305.1	Any building used for educational purposes through the 12th grade by 50 or more persons for more than 12 hours per week or four hours in any one day.
E-2		Any building used for educational purposes through the 12th grade by less than 50 persons for more than 12 hours per week or four hours in any one day.
E-3		Any building or portion thereof used for daycare purposes for more than six persons.
F-1	306.1	Moderate-hazard factory and industrial occupancies include factory and industrial uses not classified as Group F, Division 2 Occupancies.
F-2		Low-hazard factory and industrial occupancies include facilities producing non-combustible or non-explosive materials which during finishing, packing, or processing do not involve a significant fire hazard.
H-1	307.1	Occupancies with a quantity of material in the building in excess of those listed in the UBC which present a high explosive hazard.
H-2		Occupancies with a quantity of material in the building in excess of those listed in the UBC which present a moderate explosion hazard or a hazard from accelerated burning.
H-3		Occupancies with a quantity of material in the building in excess of those listed in the UBC which present a high fire or physical hazard.
H-4		Repair garages not classified as Group S, Division 3 Occupancies.
H-5		Aircraft repair hangars not classified as Group S, Division 5 Occupancies and heliports.
H-6	307.1 and 307.11	Semiconductor fabrication facilities and comparable research and development areas when the facilities in which hazardous production materials are used, and the aggregate quantity of material is in excess of UBC limits.
H-7	307.1	Occupancies having quantities of materials in excess of those listed in the UBC that are health hazards per the UBC.



TABLE V-4

**DESCRIPTION OF OCCUPANCIES BY GROUP AND DIVISION**  
(Continued)

GROUP AND DIVISION	SECTION	DESCRIPTION OF OCCUPANCY
I-1.1	308.1	Nurseries for the full-time care of children under the age of six (each accommodating more than five children), hospitals, sanitariums, nursing homes with non-ambulatory patients, and similar buildings (each accommodating more than five patients).
I.1.2		Health-care centers for ambulatory patients receiving out-patient medical care which may render the patient incapable of unassisted self-preservation (each tenant space accommodating more than five persons).
I-2		Nursing homes or ambulatory patients, homes for children six years of age or over (each accommodating more than five persons).
I-3		Mental hospitals, mental sanitariums, jails, prisons, reformatories, and buildings where personal liberties of inmates are similarly restrained.
M	309.1	A building or structure, or a portion thereof, for the display and sale of merchandise, and involving stocks or goods, wares, or merchandise incidental to such purposes and accessible to the public.
R-1	310-1	Hotels and apartment houses, congregate residences (each accommodating more than ten persons).
R-3		Dwellings, lodging houses, congregate residences (each accommodating ten or fewer persons).
S-		Moderate-hazard storage occupancies including buildings or portions of buildings used for storage of combustible materials not classified as Group S, Division 2 or Group H Occupancies.
S-2		Low-hazard storage occupancies including buildings or portions of buildings used for storage of non-combustible materials.
S-3		Repair garages where work is limited to exchange of parts and maintenance not requiring open flame or welding, and parking garages not classified as Group S, Division 4 Occupancies.
S-4		Open parking garages.
S-5		Aircraft hangars and helistops.
U-1	312.1	Private garages, carports, sheds, and agricultural buildings.
U-2		Fences over six feet high, tanks, and towers.



TABLE V-5

## WILDLAND FIRE SEVERITY SCALE

FUEL LOADING	CRITICAL FIRE WEATHER FREQUENCY								
	I SLOPE (%)			II SLOPE (%)			III SLOPE (%)		
	0-30	31-50	51+	0-30	31-50	51+	0-30	31-50	51+
Light (grass)									
Medium (scrub)									
Heavy (woods)									

MODERATE  
HAZARD

HIGH  
HAZARD

EXTREME  
HAZARD

The Pleasanton Planning Area is Contained in Fire Weather Frequency Class II.

Source: State of California, The Resources Agency, Department of Conservation, Division of Forestry.

**TABLE V-6**  
**CRITICAL FACILITIES**

- 
1. Fire Station 1 - 4444 Railroad Avenue
  2. Fire Station 2 - 6300 Stoneridge Mall Road
  3. Fire Station 3 - 3200 Santa Rita Road
  4. Pleasanton City Hall - 200 Old Bernal Avenue
  5. Police Department - 4833 Bernal Avenue

Potential Mass Care Facilities:

6. Stoneridge Shopping Mall - One Stoneridge Mall Drive
  7. Signature Center - Hopyard Road
  8. Alameda County Fairgrounds - 4501 Pleasanton Avenue
  9. Castlewood Country Club - Castlewood Drive
  10. Kaiser Center for Technology - 6177 Sunol Boulevard
  11. Galaxy Eight Theater - 4001 Rosewood Drive
  12. Camp parks - Dougherty Road
  13. Veterans Hall - 301 Main Street
  14. ClubSport - 7090 Johnson Drive
  15. Schoebers Racquetball Spa - 5341 Owens Court
  16. Carpenters Training Center - 2350 Santa Rita Road
  17. Amador Valley High School - 1155 Santa Rita Road
  18. Foothill High School - 4375 Foothill Road
  19. Pleasanton School - 4750 First Street
  20. Harvest Park Middle School - 4900 Valley Avenue
  21. Alisal School - 1454 Santa Rita Road
  22. Fairlands School - 4151 West Las Positas Boulevard
  23. Valley View School - 480 Adams Way
  24. Walnut Grove School - 5199 Black Avenue
  25. LDS Church - 6101 Valley Avenue
  26. St. Augustine's Church - 3999 Bernal Avenue
  27. Harvest Valley Christian Church - 3200 Hopyard Road
  28. Kaiser-Permanente Medical Center - 5600 Stoneridge Mall Road
  29. Valley Care Medical Center - 5555 West Las Positas Boulevard
  30. Holiday Inn Hotel - 11950 Dublin Canyon Road
  31. Wyndham Garden Hotel - 5990 Stoneridge Mall Road
  32. Hilton Hotel - 7050 Johnson Drive
  33. Four Points Sheraton Inn - 5121 Hopyard Road
  34. Marriott Hotel - 5059 Hopyard Road
  35. Motel 6 - 5102 Hopyard Road
  36. Super 8 Motel - 5575 Owens Court
-

TABLE V-6

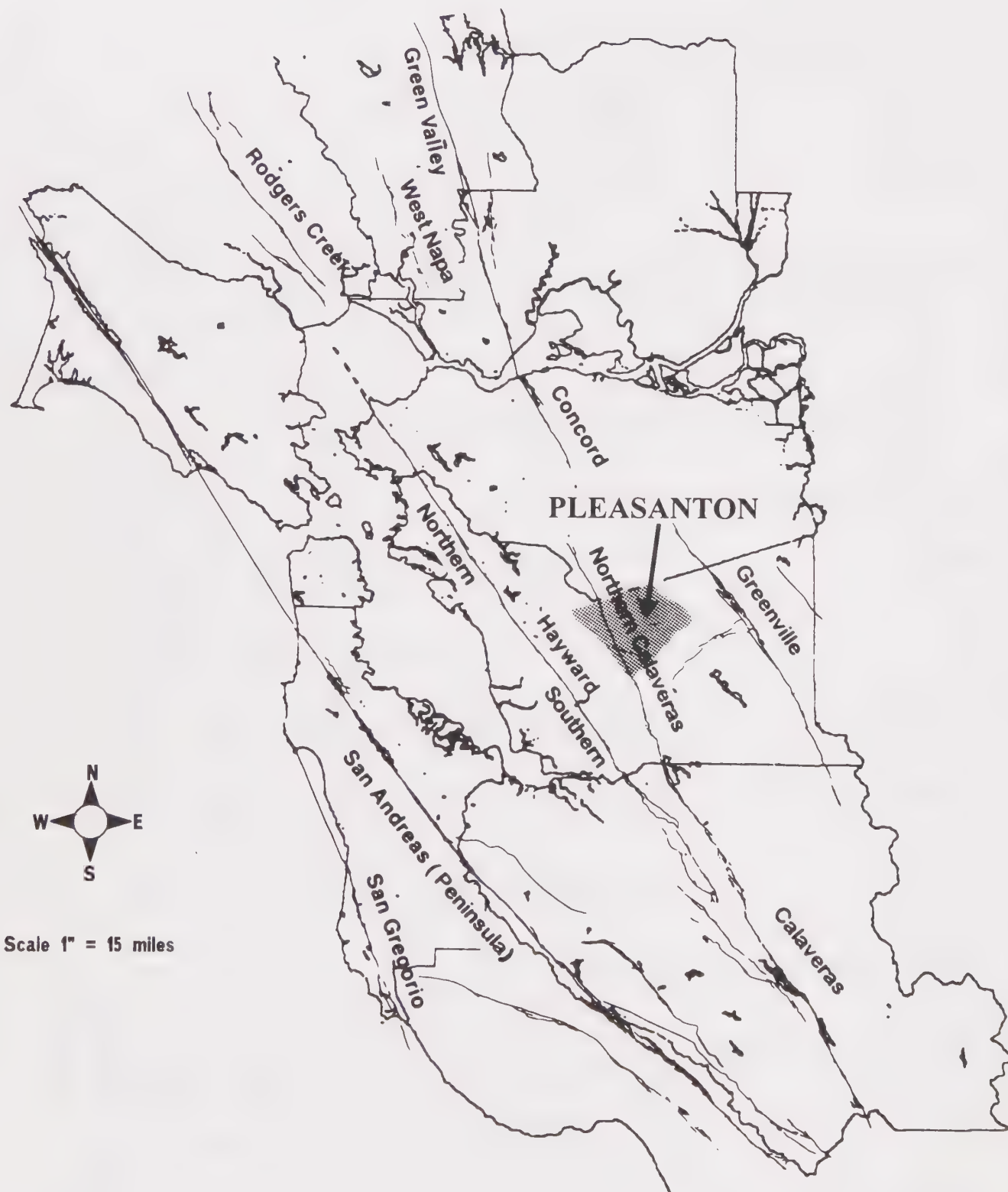
**CRITICAL FACILITIES**  
(Continued)

- 
37. Pleasanton Middle School - 5001 Case Avenue
  38. Presbyterian Community Church - 4300 Mirador Drive
  39. Trinity Lutheran Church - 1225 Hopyard Road
  40. St. Clare's Episcopal Church - 3350 Hopyard Road
  41. Valley Community Church - 4455 Del Valle Parkway
  42. Evangelical Free Church - 6900 Valley Trails Drive
  43. Pleasanton Senior Center - 5353 Sunol Boulevard
  44. Pleasanton Operations Service Center - 3333 Busch Road

Private and Public Utilities Emergency Resources

<b>Water:</b>	City of Pleasanton - Emergency Repair 3333 Busch Road, Pleasanton, CA 94566  Alameda County Flood Control District - Zone 7 5997 Parkside Drive, Pleasanton, CA 94588
<b>Sanitation:</b>	Dublin San Ramon Services District 6950 Stoneridge Drive, Pleasanton, CA 94588
<b>Electricity and Gas:</b>	Pacific Gas and Electric Company 998 Murrieta Boulevard, Livermore, CA 94550
<b>Telephone:</b>	Pacific Telephone & Telegraph Company 4400 Black Avenue, Pleasanton, CA 94566
<b>Petroleum Pipelines:</b>	Petroleum Pipelines 135-S Nison Circle, Concord, CA 94520
<b>Emergency Medical Care:</b>	Valley Care Medical Center 5555 West Las Positas Boulevard, Pleasanton, CA 94588  Kaiser-Permanente Medical Offices 7601 Stoneridge Drive, Pleasanton, CA 94588
<b>Media Center:</b>	City of Pleasanton 200 Old Bernal Avenue, Pleasanton, CA 94566 includes restrooms, water fountains, conference rooms, telephones, desks, etc.

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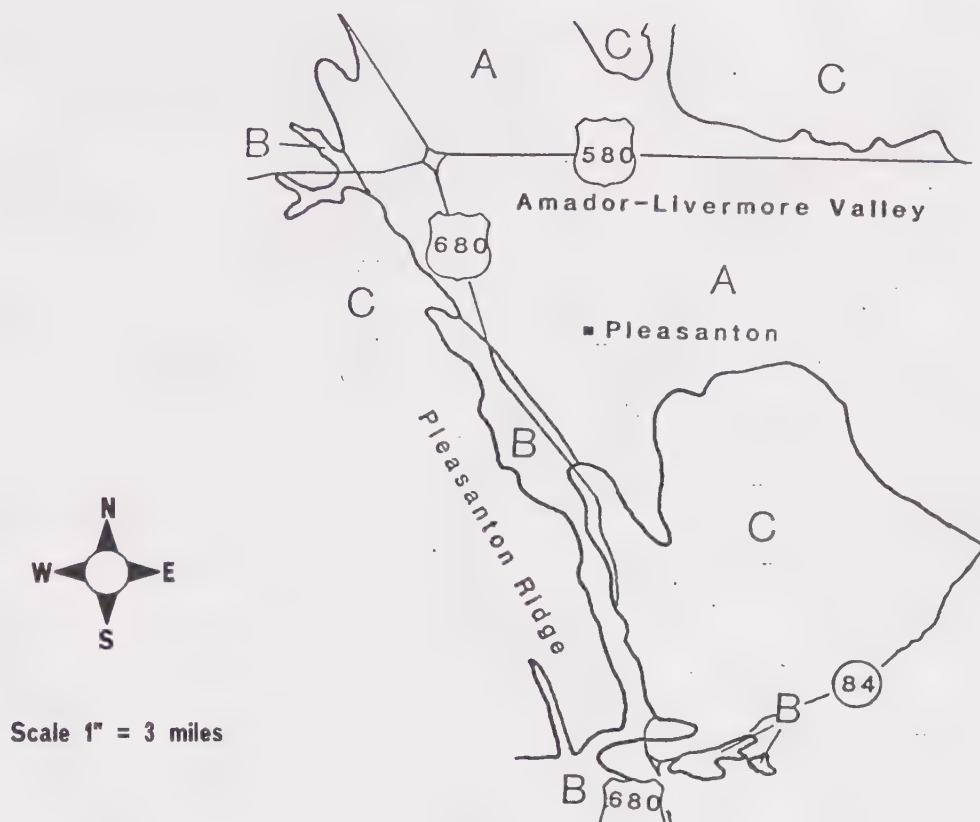
Source: Association of Bay Area Governments  
On Shaking Ground, April, 1995

# THE PLEASANTON PLAN

Figure V-1  
 Local and Regional  
 Faults







### RELATIVE SUSCEPTIBILITY TO SEISMIC SHAKING IN PLANNING AREA

**A-** High: Underlain by thick unconsolidated Quaternary sediments and stream terrace deposits with near surface ground water table in central part of area. Area decreases in susceptibility to shaking and grades to **B** as deposits thin and increase in age toward valley margin. Potential exists for lateral spreading, liquefaction, stream and canal bank failures, and/or differential settlement at shaking intensities MM VII to VIII+.

**B-** Moderate: Underlain by older landslide deposits (Qol, Plate 1) and stream terrace deposits. Potential exists for landslides, lateral spreading (on gentle slopes) stream bank failures, and/or lurch cracking at shaking intensities MM VI to VII+.

**C-** Low: Underlain by bedrock and Livermore Gravels (Plate 1). Potential exists for landslides. transitional to lateral spreading (on gentle slopes) at shaking intensities MM VI to VII+.

Source: Merrill, Seeley, Mullen, Sandefur, Inc.





Source: Merrill, Seeley, Mullen, Sandefur, Inc.

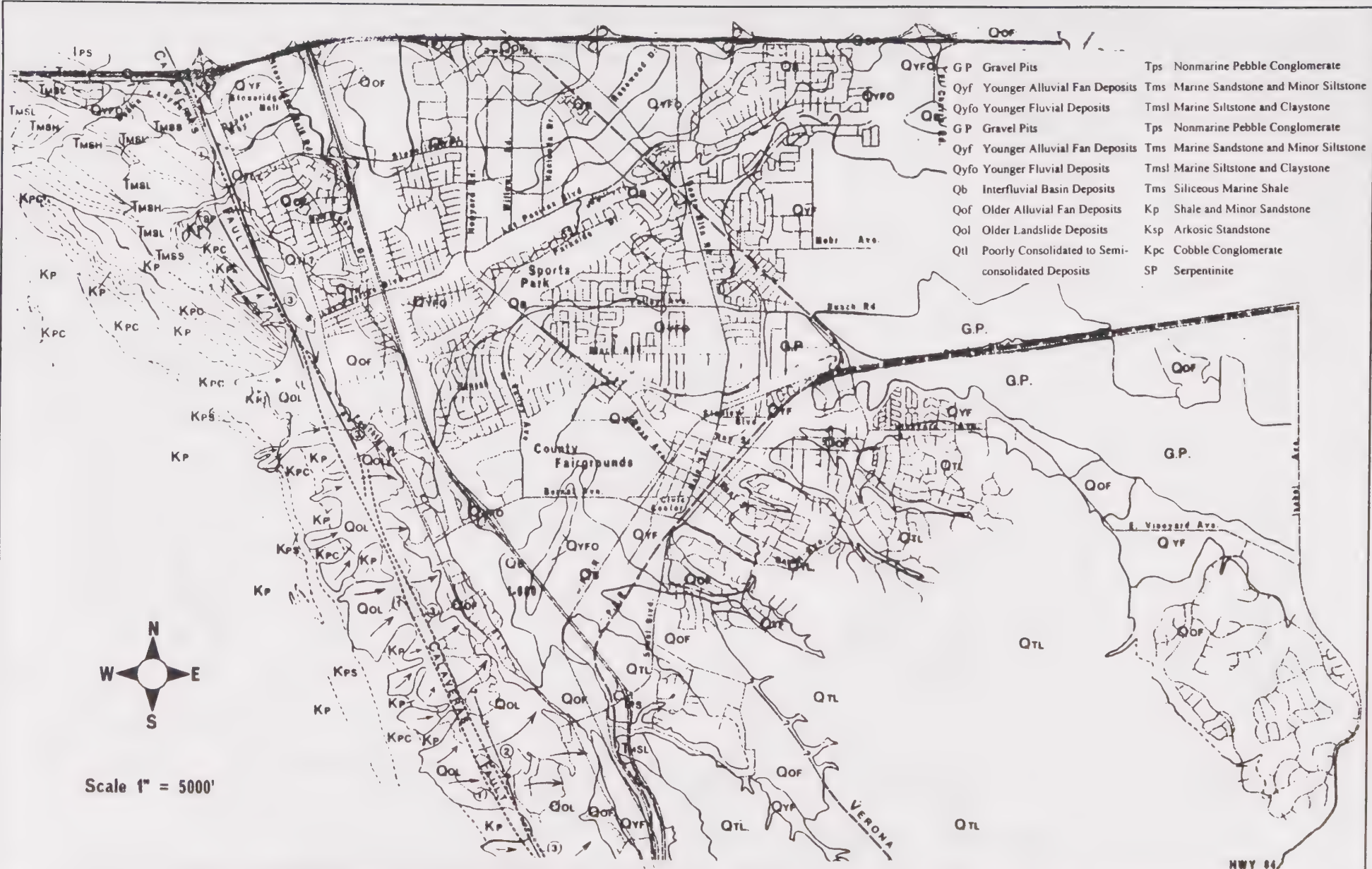
Notes: Large scale detailed maps are available for review at City Hall. See Table V-3 for explanation.

# THE PLEASANTON PLAN

Figure V-4  
Geologic Zones







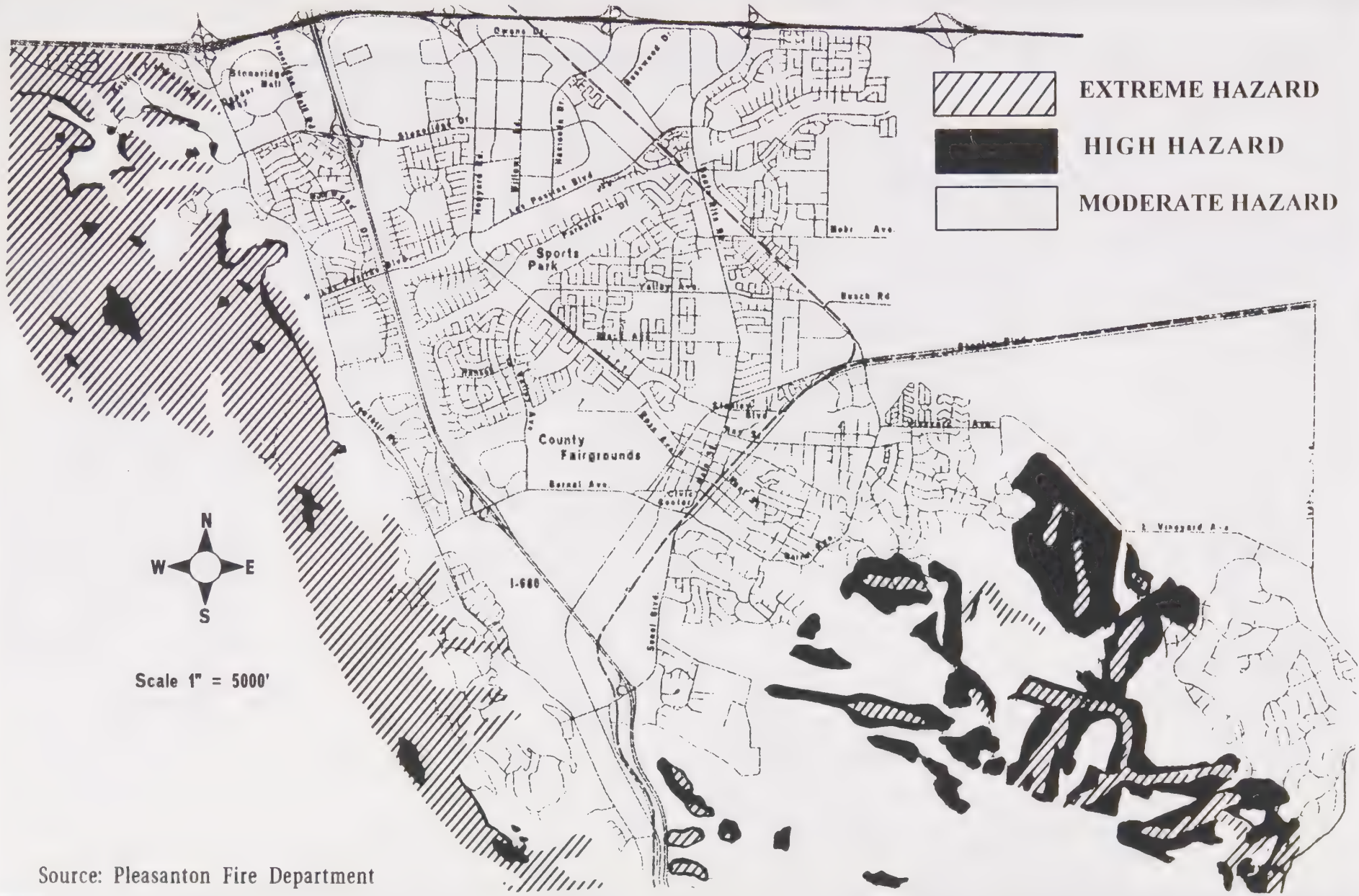
V-36

# THE PLEASANTON PLAN

## Figure V-5 Geology



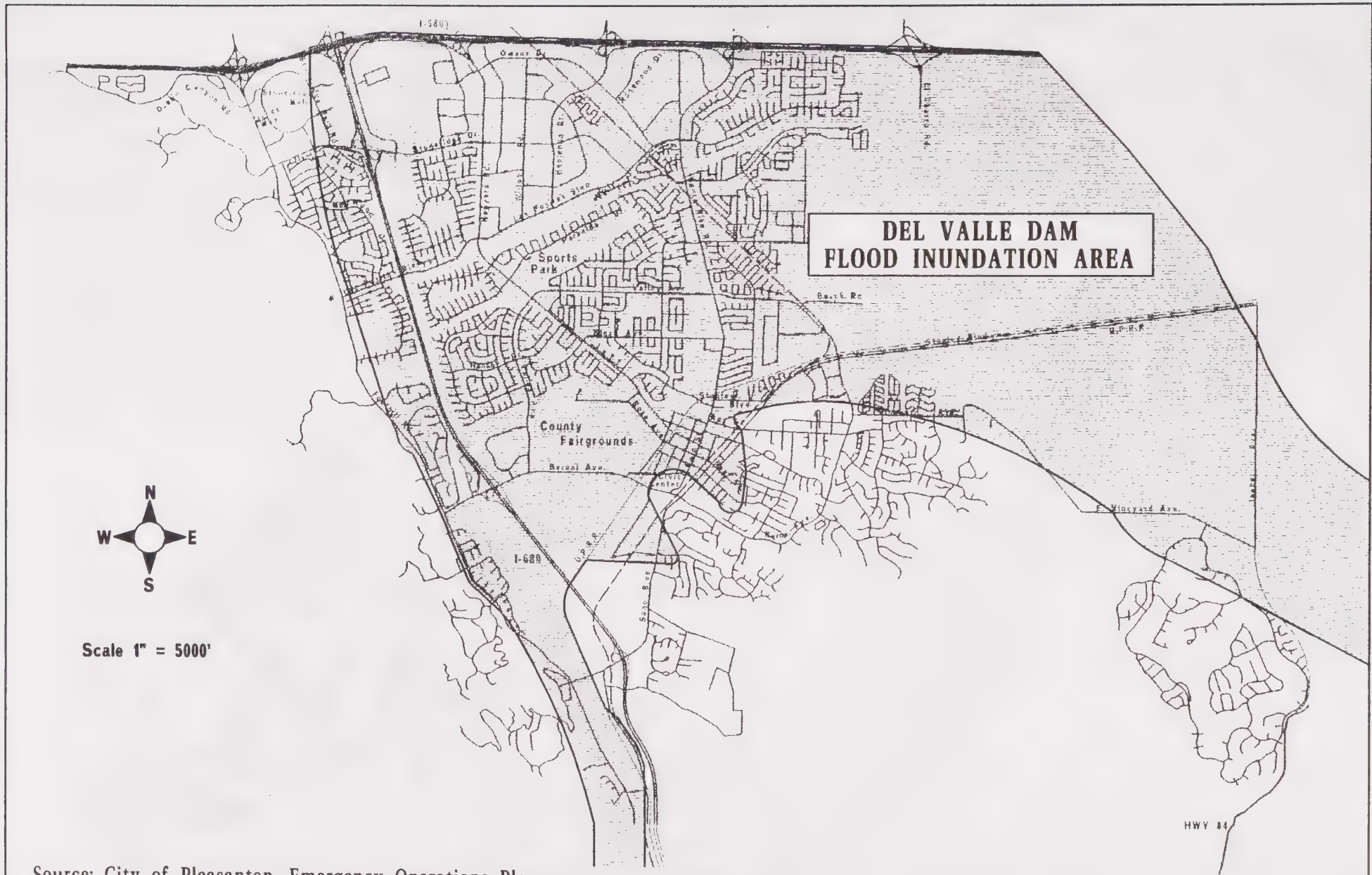




# THE PLEASANTON PLAN

Figure V-6  
Wild Fire Risk Areas



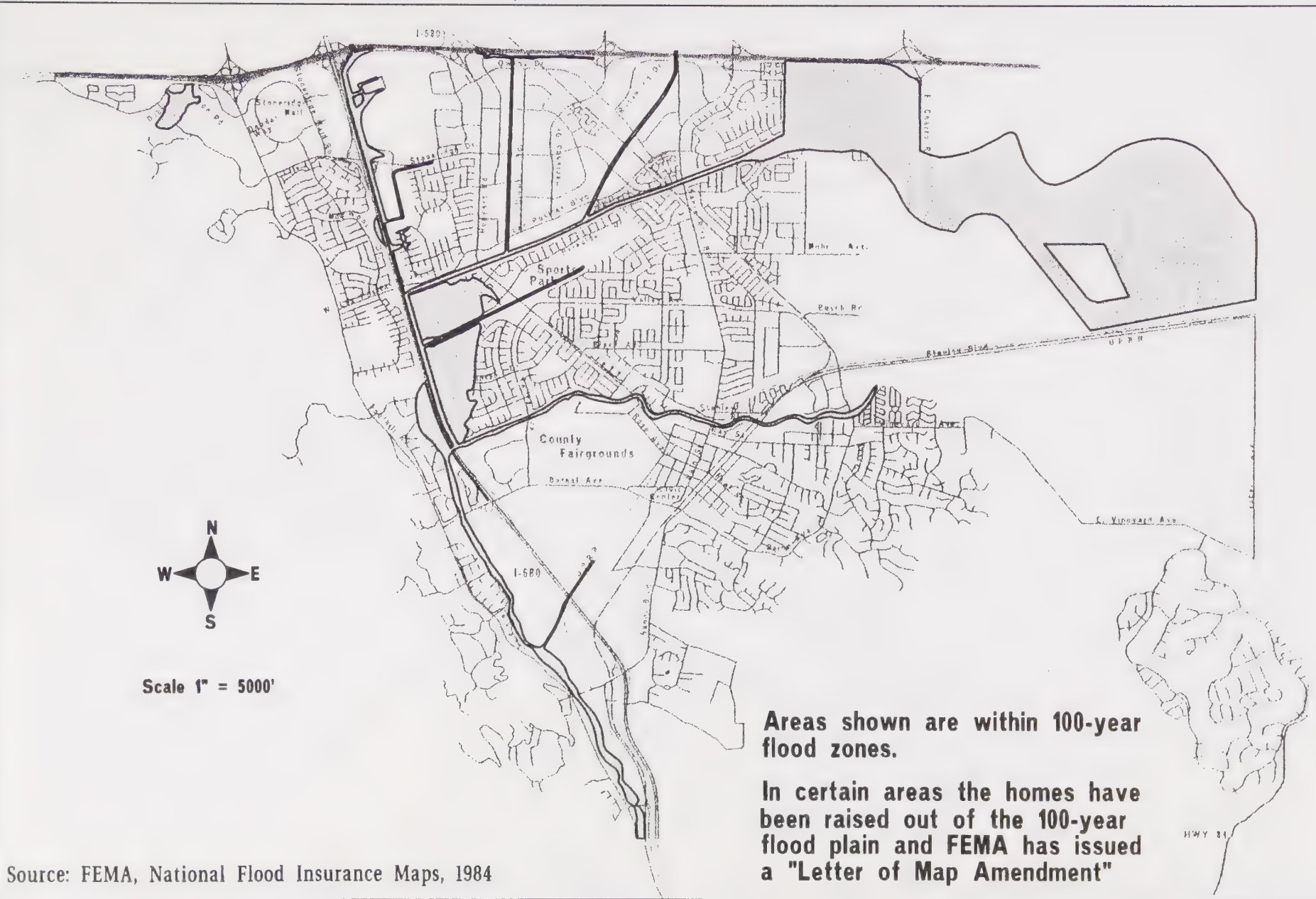


# THE PLEASANTON PLAN

Figure V-7  
Flood Inundation Area





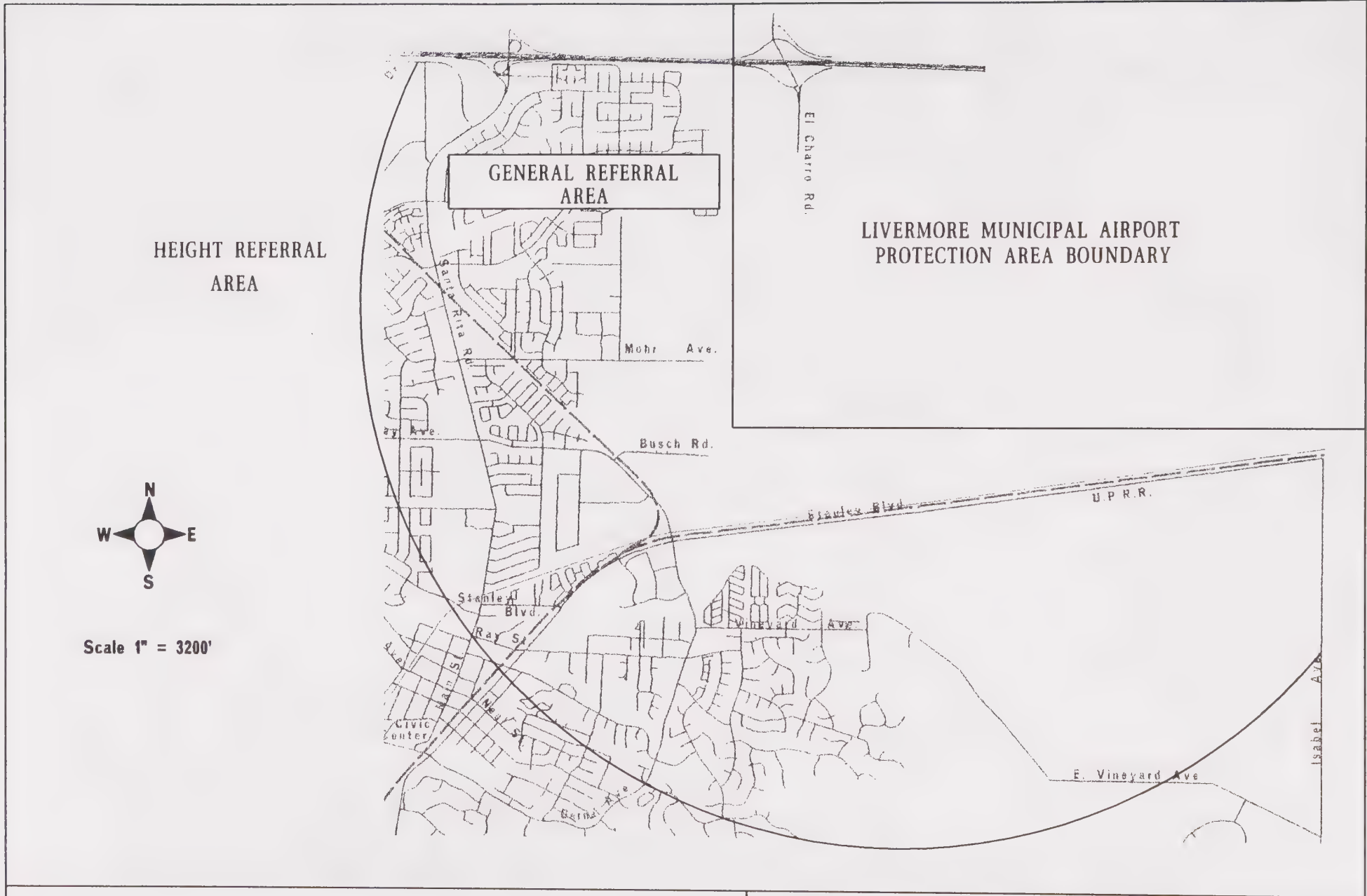


Source: FEMA, National Flood Insurance Maps, 1984

# THE PLEASANTON PLAN

Figure V-8  
100-Year Flood Zones





V-40

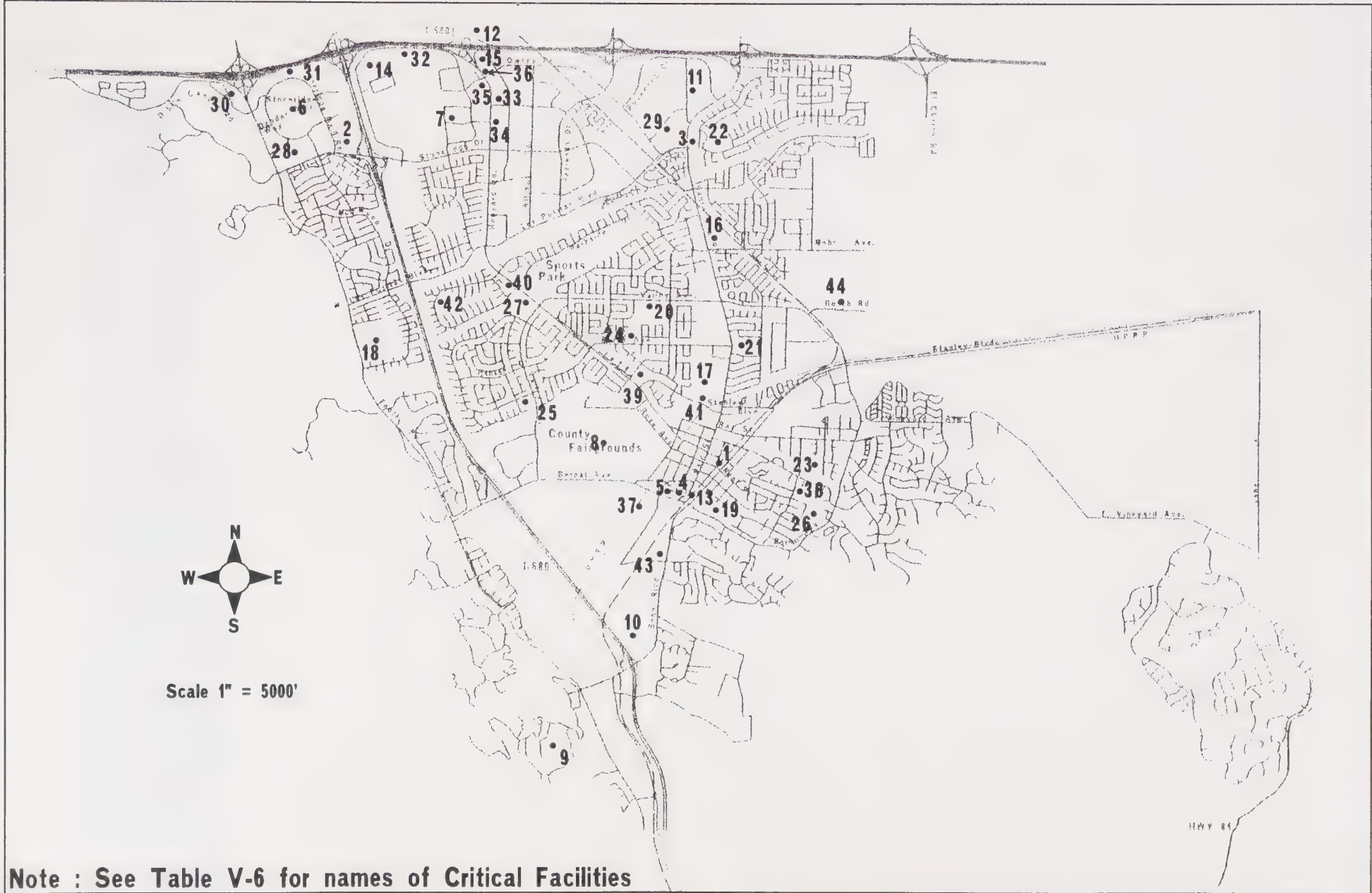
# THE PLEASANTON PLAN

Figure V-9  
Livermore Airport Referral Area





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# THE PLEASANTON PLAN

Figure V-10  
Critical Facilities





THE PLEASANTON GENERAL PLAN

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VI. PUBLIC FACILITIES ELEMENT







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## VI. PUBLIC FACILITIES ELEMENT

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### PURPOSE

The purpose of the Public Facilities Element is to define the capital improvements and public facilities needed to service the community at buildout, including wastewater, water, storm drainage, flood control, solid waste, gas and electric, telephone, cable television, schools, library, and other community facilities.

### WASTEWATER

Wastewater facility planning involves a collection system (gravity pipelines, force mains, and pumps), a treatment plant where raw sewage is treated to meet regional standards, and an export system to transport the treated effluent to a discharge point in the San Francisco Bay. A discussion of Pleasanton's wastewater facility program is presented below.

#### Collection System

---

Pleasanton owns, operates, and maintains a **wastewater collection system** within its boundaries. Total pipeline length within the service area exceeds 180 miles and consists of local and trunk sewer pipes ranging in size from six to thirty-three inches in diameter. In addition to numerous sewer mains and collectors, there are six trunk sewers and seven pump stations in the system.

In order to determine collection system sizing, a Collection System Master Plan was prepared in 1986. The amount of wastewater generated

by various land uses in the Planning Area was estimated by using **wastewater flow coefficients**.<sup>1</sup> These coefficients are summarized in Table VI-1. Based on the projected wastewater flow for the 1986 General Plan buildout, the need for extensive improvements to the existing collection system was identified.<sup>2,3</sup> These improvements include construction of new sewers, diversion structures, and modifications to various pump stations. These improvements do not include in-tract sewers or pipelines smaller than ten inches, which are assumed to be paid for by developers of individual projects. An update of the Collection System Master Plan is scheduled for 1996. Any impacts to existing and future facilities which differ from the last Collection System Master Plan will be evaluated and incorporated into the update.

#### Treatment Plant

---

The **Dublin San Ramon Services District (DSRSD)** provides wastewater treatment services to the City of Pleasanton. The **DSRSD treatment plant** is located immediately southeast of the I-680/Stoneridge Drive interchange (Figure VI-1). It provides both primary and secondary treatment.

At the DSRSD plant, wastewater first passes through screens which remove large objects such as rags, sticks, and cans. It then passes through a grit chamber where sand, grit, and small stones settle prior to removal. The wastewater then moves to sedimentation tanks where most of the remaining solids settle to

the bottom as raw sludge. The sludge is removed and set aside for further treatment. This phase of sewage treatment is the first or "**primary treatment**" stage. The general treatment process is shown in Figure VI-2.

**Secondary treatment** takes the effluent from the sedimentation tanks and transfers it to an aeration tank where it is mixed with air and bacteria-infested sludge to further break down the organic matter. After several hours, the sludge becomes activated with bacteria and can be used again in the aeration tank where it is mixed with new sewage and air. The resulting water is allowed to settle and is then chlorinated prior to discharge into the Livermore-Amador Valley Water Management Agency (LAVWMA) pipeline for transport to the East Bay Discharge Authority facility, where it is dechlorinated and discharged into the outfall system to San Francisco Bay. Some of this water is not discharged into the LAVWMA pipeline, but rather sold as grey water and used for irrigation in non-residential landscapes and for dust control during construction activities.

The existing **DSRSD treatment facility** is designed to accommodate 11.5 million gallons per day (MGD) of wastewater.<sup>4</sup> The City of Pleasanton is presently entitled to 7.1 MGD of the DSRSD's plant capacity. In January 1984, DSRSD completed a treatment plant master plan that provides staged expansion of treatment facilities to an ultimate capacity of 36 MGD, which would enable buildout of the Pleasanton Planning Area and other areas within the DSRSD service area. The DSRSD plant would first be expanded as much as possible on its present site. Then, additional capacity would be provided at the old Camp Parks treatment site.

## **Export System**

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The current export system is owned and managed by the **Livermore- Amador Valley Water Management Agency (LAVWMA)**, a joint powers agency comprised of DSRSD and the Cities of Livermore and Pleasanton. The facilities consist of storage reservoirs, a pumping station, and a pipeline to convey the treated wastewater across Bohemer Summit to the San Francisco Bay. LAVWMA facilities connect with the **East Bay Dischargers Authority's (EBDA)** interceptor and outfall system for discharge of treated wastewater to the deep waters of the San Francisco Bay. The LAVWMA pipeline has a current capacity of 21.0 MGD.<sup>5</sup>

In 1993, Pleasanton, Livermore, and DSRSD estimated that a **total capacity** of 32.4 MGD, during dry weather, would be necessary for buildout the General Plans in their respective service areas.<sup>6</sup> LAVWMA is now considering alternatives for additional export. Further, DSRSD is proceeding to plan a 2.5 MGD advanced treatment demonstration project to allow reuse of wastewater within the Valley, thereby increasing disposal capacity for DSRSD and Pleasanton.

In 1993, Pleasanton estimated that a total capacity of 11.3 MGD would be needed to accommodate buildout of the General Plan, plus allow for some potential future General Plan changes. Of the 21.0 MGD of the existing LAVWMA facilities, Pleasanton's capacity is 7.5 MGD. Therefore, Pleasanton's request to LAVWMA and DSRSD has been to increase capacity by 3.8 MGD (from 7.5 MGD to 11.3 MGD). Assuming successful negotiation with EBDA, demonstration of the advanced treatment and reuse/export project by DSRSD, and/or other alternatives, Pleasanton's additional wastewater needs will be provided.



## WATER

The **adequacy** of Pleasanton's water system depends on the supply of water available and the capacity of storage facilities and distribution systems to deliver water on demand. Water supplies must be capable of meeting maximum day demands. Storage must be capable of meeting peak-hour demand, fire flow volumes, and an emergency reserve. The distribution system must be able to provide required flows at adequate pressures throughout the system. The Planning Area has been divided into different **pressure zones** for purposes of analyzing the adequacy of water supply, storage, and distribution, as shown in Figure VI-3.

### Water Supply

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**Zone 7 of the Alameda County Flood Control and Water Conservation District** provides wholesale water to the Tri-Valley area and also regulates withdrawal and recharge of the underlying groundwater basin. Zone 7 currently has three sources of water: State Water Project water from the South Bay Aqueduct, surface runoff collected in the Del Valle Reservoir, and local groundwater. Zone 7 is also exploring additional water supply options to meet long-term projected demand within its service area.

The **State Water Project's** water is pumped from the Sacramento-San Joaquin Delta via the California Aqueduct, and is conveyed to the Valley via the South Bay Aqueduct, treated at the Patterson Pass and Del Valle Water Treatment Plants in Livermore, and then sent to Pleasanton via the Zone 7 Cross Valley and Vineyard Pipelines. Water from the South Bay Aqueduct and local runoff is also stored in the Del Valle Reservoir and used by Zone 7 to replenish groundwater supplies through

release into the Arroyo Del Valle. Groundwater consists of several sub-basins in the Tri-Valley, the most important of which are located in the west-central area of the Valley where the major Zone 7 and City wells area located.

Zone 7 distributes its water supplies to cities and unincorporated areas based on individual water **delivery schedules**. Acting as a water wholesaler, it sells water to Pleasanton which, in turn, operates and maintains the water pumping and distribution system to deliver this water to its homes and businesses as a retailer. In a typical year, Zone 7 provides Pleasanton with approximately 75 percent of its water. The remainder is pumped through City-owned wells in accordance with a pumping schedule approved by Zone 7. The groundwater, which is pumped from four City wells, is disinfected and added to the City's water system during the summer months to meet peak-usage periods. All water supplied to Pleasanton customers is fluoridated.

Pleasanton's current contract with Zone 7 allows the City to use a maximum of 3,500 acre-feet per year (an average of 3.1 million gallons per day) from groundwater with the remainder to be obtained from Zone 7. Zone 7 projects that it can supply **sufficient water supplies** to meet the City's future water needs, assuming that it receives an average of approximately seventy-five percent of its contractual allocation from the State Department of Water Resources and that this supply is supplemented with other planned water supply sources. These additional sources include more imported surface water, water transfers, water conservation, water recycling, and enhanced conjunctive use of the groundwater basin. In order to meet future needs, based on buildout of its customers' General Plans, Zone 7 plans to spend

approximately \$165 million funded from connection fees to provide additional water supply, treatment, conveyance and storage, and groundwater recharge and extraction facilities.<sup>7</sup> Existing and projected annual water demands are summarized in Table VI-2.<sup>7</sup>

## **Water Storage**

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**Water storage** reservoirs are used to allow the City's water supply to be delivered at a relatively constant rate over a 24-hour period, to accommodate hourly fluctuations in demand, and to provide the required fire flows and emergency reserves. Pleasanton stores its water in a series of tank reservoirs which are grouped into four main pressure zones and a number of smaller pressure zones throughout the Planning Area. The main water pressure zones consist of the Lower Zone (representing 82 percent of total demand), and three Upper Zones serving portions of the Foothill Road area in the west (the Foothill Zone and the 770 Zone) and the Southeast Hills and Ruby Hill in the southeast (the Bonde Zone).

In order to meet the City's projected storage needs to the year 2020, additional **water storage reservoirs** will be needed in both the City's Lower and Upper Zones. The location for the additional Lower Zone storage has been planned to be adjacent to the City's Tassajara Reservoir constructed north of I-580 in 1993. The location of the additional storage in the Upper Zones will be dependent on the location of the new development. The exact sizes of these reservoirs and the timing of their construction are dependent upon the water usage patterns of future development and General Plan buildout projections.

## **Water Distribution System**

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The City's water **distribution system** is composed of a system of pipes sized to deliver water at sufficient volumes and pressure to service residential, commercial, and industrial users. For planning purposes, new development is required to provide an average water pressure of not under 40 pounds per square inch (psi) nor more than 125 psi at the location of the water service meter. During peak-hour periods, pressure must be at least 30 psi, and during periods of major fire demands, pressure must be at least 20 psi. Water pipes are located under most City streets to service residential, commercial, and industrial customers. Numerous additional water pipes will need to be constructed or improved in order to meet the City's projected water use. The most significant of these are a connection between the Ruby Hill and Bonde reservoirs and an extension of water main lines into the North Sycamore Specific Plan Area. These additional lines will be built as new development occurs.

## **Water Quality**

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Water from the State Water Project is **surface water** which is treated and disinfected by Zone 7. The quality of this water, which comprises about three-quarters of Pleasanton's supply, is good although occasional taste and odor problems occur in the summer months. **Groundwater** taken from the City's wells is lower in quality with total dissolved solids averaging from 400 to 550 milligrams per liter (mg/l). The City uses groundwater to fully utilize the 3,500 acre-feet per year groundwater allocation called for in its agreement with Zone 7 and to meet maximum day demands during the summer months.



## STORM DRAINAGE

The local storm drainage system consists mostly of underground pipes, local channels, and natural swales in hillside areas. These facilities carry water runoff within the drainage basin to the flood control channels known locally as **arroyos**. New development is required to install adequately-sized storm drains to connect to the City's existing underground network of storm drains. Hillside projects are designed to protect the natural drainage courses and to install silt basins and retention ponds to control pollutants and the rate of runoff flow. Most projects within the City have been required to size their storm drains to accommodate major rainfalls. The area along Kottinger Drive, near the Kottinger Place senior housing project, is one of the few remaining examples of an older, undersized storm drain.

In the future, installation of appropriately-sized storm drains will continue to be required of new developments to accommodate buildout of the Planning Area. Improvements to the older portions of the storm drain network are scheduled in periodic increments, as identified and budgeted in the City's **Capital Improvement Program**.

## STORMWATER RUNOFF

Historically, efforts in managing stormwater runoff have focused on reducing the risk of downstream flooding by providing storm drain systems in developed areas. However, it is also the case that stormwater runoff carries urban pollutants which create **water quality problems** in downstream water bodies which, in turn, impact aquatic life and the overall health of the ecosystem. In recent years, awareness of the need to protect and preserve natural habitats has increased. As a result, the

**Federal Clean Water Act** now requires municipalities to develop and implement programs to reduce stormwater pollution in storm drain systems and creeks which eventually flow into water bodies such as the San Francisco Bay.

In Alameda County, a **county-wide water program** has been established with the purpose of guiding cities in establishing individual programs to implement Clean Water Act requirements. Pleasanton is an active participant in this program and has joined other Bay Area communities in implementing Federal and State clean water runoff requirements. These efforts have focused on new development planning, construction activities, ongoing business operations, and public education efforts.

The main **goal of the program** is to reduce the amount of pollution in stormwater runoff. New development planning efforts are intended to design mechanisms into new projects which prevent pollutants such as soil, petroleum products, pesticides, litter, construction materials, and organic material in general from entering the storm drain system during the life of the development. The construction activity aspect of the program focuses on preventing erosion of newly-graded areas and ensuring that construction debris does not enter the storm drain system as the new development is being built. Commercial and industrial businesses which involve processes or use materials which have the potential to add contaminants to the runoff are also subject to controls and ongoing monitoring. Finally, developers, business people, and the general public need to be informed about the program and educated about the consequences of allowing storm water pollution, and the benefits of taking measures to avoid such pollution.

It is recognized that new storm water controls and development requirements may add **cost to development projects and business operations**. Therefore, Pleasanton is attempting to balance the objectives of meeting clean water program mandates and encouraging economic development and business retention as the City grows.

## FLOOD CONTROL

The responsibility for flood control within the Planning Area lies with **Zone 7** of the Alameda County Flood Control and Water Conservation District. Its responsibilities include maintaining improved flood control channels and the installation of new drainage channels. Most of these channels, the arroyos, have been improved over the last 20 years in conjunction with new development projects. The **Arroyo de la Laguna**, south of Bernal Avenue, has not been channelized and supports a distinct riparian corridor. Improvements to this portion of the Arroyo de la Laguna should be designed to retain the existing riparian flora and fauna to the maximum extent possible.

In the future, the City will continue to cooperate with **Zone 7** to improve and maintain the **flood control system**. Areas where flood control improvements still need to be made include the confluence of the Arroyo Las Positas and the Arroyo Mocho in the area between El Charro Road and the existing city limits. Other improvements required by full development of the Pleasanton Planning Area are included in **Zone 7's Master Plan** and will be constructed as development proceeds (Figure VI-4).<sup>8</sup>

Public awareness flood control programs sponsored by the **Federal Emergency**

**Management Agency (FEMA)** are supported by the City of Pleasanton. These programs provide valuable educational information to the general public about flood zones and flood insurance requirements. The City is currently rated a "9" by FEMA's **Community Rating System** and has had no reoccurring flood losses during the past ten years. One of the City's objectives is to maintain or improve this rating so as not to increase insurance rates or safety risks for Pleasanton residents in flood plain areas.

## SOLID WASTE

The **solid waste management** system in Alameda County includes the collecting, processing, and disposing of solid waste materials. These materials include waste generated from residential, commercial, industrial, institutional, and agricultural uses in addition to construction and demolition materials, wastewater sludge, street sweepings, plant debris, litter, and hazardous wastes. In short, the solid waste which must be collected and disposed consists of every material used or consumed by people. A detailed description of solid waste material types and the quantities produced are contained in the Alameda County Integrated Waste Management Plan.<sup>9</sup>

The City currently has a **franchise agreement** with Pleasanton Garbage Service (PGS) to the year 2019, which gives PGS exclusive right, subject to limited exceptions, to collect and transport solid waste from all residential, commercial, and industrial waste generators in the City. This agreement requires PGS to maintain a contract for disposal with a landfill operator. PGS currently contracts with Browning Ferris Industries for disposal at the Vasco Road Landfill in Livermore. At the



current rate of disposal, the capacity of the Vasco landfill will last through the year 2010. Total county-wide landfill capacity, including Vasco Road, Altamont, and Tri-Cities, is sufficient through the year 2005.<sup>9</sup>

**Hazardous materials** are processed and disposed of according to State and Federal regulations. Residents and small generators of hazardous wastes can dispose of them at Alameda County's **Household Hazardous Waste (HHW)** facility in Livermore, which recycles some HHW and packages the remainder for treatment or disposal outside the County.

The **Pleasanton Transfer Station** is owned and operated by Pleasanton Garbage Service (PGS), and has a design capacity of 720 tons per day. In 1995, it processed an average of 234 tons per day.<sup>10</sup> In addition to the residential, commercial, and industrial refuse collected by PGS in Pleasanton, the transfer station accepts refuse collected by PGS in the Sunol and Castlewood areas of unincorporated Alameda County, from the general public, and from residents and businesses from neighboring jurisdictions. Approximately eight percent of the self-haul refuse processed at the transfer station originates outside the Pleasanton city limits.<sup>11</sup>

Pleasanton's principal solid waste management planning document is the City's **Source Reduction and Recycling Element (SRRE)**, adopted in January 1992. This document has been incorporated into the Alameda County Integrated Waste Management Plan. The SRRE describes the programs that the City will use to comply with the California Integrated Waste Management Act, which requires all cities and counties to recycle 25 percent of their waste by the year 1995, and 50 percent by the year 2000. The

Alameda County Recycling Initiative (Measure D) also requires the City to meet the same 25 and 50 percent diversion goals. Table VI-3 shows the SRRE's actual (1990) and projected (1995, 2000, and 2005) generation, diversion, and disposal amounts.<sup>12</sup>

The two most prominent **waste diversion programs** utilized by the SRRE are use of a **Materials Recovery Facility (MFR)** and a green-waste/composting program. The MFR has been in operation at the Transfer Station since 1990. It uses a conveyor belt to facilitate manual removal of recyclable material from the refuse. PGS also operates a buy-back center through an affiliated company at the Transfer Station, and collects cardboard, glass, and paper from commercial and industrial generators. In 1995, 2,950 tons of material was removed from the waste stream at the transfer station.<sup>13</sup>

The City and PGS will implement a **green-waste collection** program in 1996, with the green-waste transported to composting facilities outside the City. The program will divert approximately 5,000 additional tons per year from landfill. In addition, the City participates in educational activities and supports home composting efforts.

## **GAS AND ELECTRIC UTILITIES**

Pleasanton is provided with **gas and electric** service from the Pacific Gas and Electric (PG&E) Company, a quasi-public agency regulated by the California Public Utilities Commission. Electricity is transported to Pleasanton via 60 kilovolt (kv) **transmission lines** which run from the Radum substation near Stanley Boulevard along the Southern Pacific Railroad tracks and I-580 to the Camp Parks Substation and on to San

Ramon. The transmission line is strung above ground from towers along I-580, the Southern Pacific tracks and Stanley Boulevard.

Pleasanton is provided with natural gas service from a substation in Sunol. Feeder mains transport gas from the substation along Foothill and Pleasanton-Sunol Roads. Other distribution feeder mains which bring gas into the Planning Area are located along I-580, Santa Rita Road and Stanley Boulevard. These feeder mains connect with a system of distribution mains which are located throughout the developed portion of the Planning Area. The **distribution mains** connect to service pipes which then connect to individual buildings. PG&E projects needed improvements to this network of natural gas lines using information provided by the City of Pleasanton. Future service consistent with the General Plan is provided by PG&E.

## SCHOOLS

Pleasanton is known for the quality of its **school system**, and the General Plan contains policies and programs to assist in its continued excellence. Prior to the fall of 1988, school facilities and services were provided by three independent school districts (Pleasanton Joint School District, Murray School District, and the Amador Valley Joint Union High School District). Beginning in the fall of 1988, the various individual districts were merged into the **Pleasanton Unified School District** to provide school services for children in grades kindergarten through twelve. The Pleasanton Unified School District boundaries include the City of Pleasanton and some outlying, sparsely populated areas.

Since unification in 1988, elementary school **enrollment** has increased 26 percent, and middle school enrollment has increased

30 percent.<sup>14</sup> The increase in enrollment has occurred primarily from new residential development. While enrollment from older housing has changed over time, on average, the number of students from older housing in 1995 is similar to the number of students in 1989. Over the next five years, continued enrollment increases are expected. High school enrollment has actually declined since unification; however, this trend recently reversed, and high school enrollments are expected to increase in the near future.

Additional school facilities will be needed in the future to accommodate new housing development. The Pleasanton Unified School District Board of Trustees has developed enrollment projections and has conducted an analysis of the effects of future residential growth in Pleasanton on the School District's facilities. The conclusions drawn by these reports include the need for three additional **elementary schools**, one additional **middle school**, and expansion of the two existing **high schools**. The first elementary school facility is expected to open in the fall of 1997 in the Stoneridge Drive easterly extension area. The second elementary school is anticipated to open in the fall of 2000 in the southwestern portion of the District. The third elementary school is expected to open around the fall of 2004 in the southeastern portion of the District.

In addition to these new schools, the District plans to construct more classrooms at Lydiksen Elementary to relieve anticipated enrollment pressures while the new schools are being constructed. The need for a new middle school is anticipated in the fall of 1998. High school enrollments will begin to exceed current capacity near the turn of the century. The District has plans to remodel both high schools and will set aside areas for future expansion needs.



A **school impact fee** is assessed on building permits issued for new construction. The fees are expected to cover most, if not all, of the facilities costs created by residential development through General Plan buildout.<sup>14</sup>

## LIBRARY FACILITIES

One of the primary factors in the quality of life in Pleasanton is the quality of its **public library** facilities. Pleasanton's library contributes to the intellectual, educational, and recreational life of its residents. The library serves the community as a center of information, education, and enrichment for children and adults. A good library requires a collection covering the range and depth of information needed by the community. Planning for quality library services also includes programs for all age levels, convenient hours, and a sensitivity to physical, language, or cultural barriers.

Completed in 1988, the Pleasanton Library is a City-owned building occupying 30,000 square feet of floor area. The library collection has approximately 120,000 catalogued books and other items. It has and continues to expand access to automated information services including the library catalogue, informational databases, and other electronically-based information services. The library is part of the **Alameda County Library System** which provides the staff, books, materials, and services to the community.

The City Council has provided extensive financial support for expanded hours, programming, materials, and funding of the **Booklegger Program**, a cooperative effort between the County, City, and School District to encourage independent reading in elementary and middle schools.

## COMMUNITY FACILITIES

One of Pleasanton's major attractions as a community is the quality and diversity of its **community facilities** including schools, parks, recreational facilities, and civic buildings. A description of existing community facilities and their locations is included in Table II-5 and Figure II-3 of the Land Use Element. In recognition of the importance of shared community space, the City has aggressively expanded its inventory of community-owned buildings and facilities since the 1986 General Plan. The City has acquired ownership of the **Amador Theater** and completely renovated it for public use; constructed a full-service **senior center** and a high-quality **library**; acquired a building from Alameda County and completely renovated the facility with a larger community room; constructed a **field house and playfields** in the **Pleasanton Sports and Recreation Park**; acquired and completely renovated the old library building into a full-service preschool facility; completed an aggressive program of neighborhood/community park development; completed the access to and opened **Augustin Bernal Park**; constructed sections of trails along the Arroyo Del Valle and Arroyo de la Laguna; constructed the **Operations Service Center**; and through a cooperative effort between the School District and City, constructed **gymnasiums** on each of the two middle school campuses.

Pleasanton plans to continue its past efforts to expand public facilities. The following projects are planned to be completed in the near future: renovation of the **Valley Trails Park**; restoration of the **Alviso Adobe**; a 50-meter pool and new bathhouse at the **Aquatic Center**; additional tennis, handball, and basketball courts and a children's play area at the **Pleasanton Tennis and Community Park**; major improvements at the

Pleasanton School District's Upper Field; Kottinger Community Park, and Fairlands Park; and sections of the **Community Trails System** in the Downtown area, along arroyos, and within the surrounding hillsides.

Additional facilities which are also desired in the near future include: additional lighted **sport fields**; a **municipal golf course**; **community center(s)**; a **cultural arts facility**; a **municipal arts facility**; facilities to meet **youth needs**; additional community park land to meet active recreational needs; **neighborhood parks**; a new or expanded **City Hall**; additional recreation facilities to serve the work force; and additional open space parks on Pleasanton Ridge and in the Southeast Hills.

These projects will need to be financed through a variety of sources. Recreational needs in North Pleasanton will be financed through residential park dedication fees, non-residential development projects which are conditioned to mitigate park impacts, and other financing mechanisms. Community parks could be financed partially through dedication of land as part of future developments and partially financed by the City's General Fund. There is also the possibility of the City working with private parties in the development of a municipal golf course. The timing for construction of these facilities is determined by the amount of development and is budgeted each year in two-year increments in the City's **Capital Improvement Program**.

## **HUMAN SERVICES**

Pleasanton uses a variety of strategies to assure the human services needs of its citizens are met. The City directly provides **human**

**service programs** including transportation for the disabled and elderly, social programs for young adults and the adult developmentally disabled, swimming programs for disabled youth, and preschool programs. Pleasanton also meets human service needs through cooperation and collaboration with other providers. For example, the Pleasanton Senior Center, a multi-service facility utilizes a number of agencies to provide services such as daycare for seniors; nutrition lunch and home-delivered meals; health check-ups; case management; and legal, financial, medicare, and income-tax assistance. The City contracts with various human service agencies such as Resources for Family Development, The Center, and Valley Community Health Center to provide specific human services. A contract with Resources for Family Development focuses on monitoring the availability of childcare, increasing the availability of family care homes, and improving the overall quality of all childcare. Other contracts address substance abuse issues, provide proactive youth conflict-resolution programs, provide outreach to seniors, and increase health-care services to low-income citizens.

### **Public Facilities Goals, Policies, and Programs**

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The following goals, policies, and programs, in addition to those contained in other Elements, constitute an action program to implement the objectives described in this Element.



## VI. PUBLIC FACILITIES GOALS, POLICIES, AND PROGRAMS

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Goal 1: To provide sufficient **public facilities and services** to ultimately serve the City in maximum financially available increments while preserving and enhancing the quality of life for existing and future residents.

### Sewer

Policy 1: **Phase construction** of permanent City sewer, water, and storm drainage improvements as a condition of new development to maintain City service standards.

Program 1.1: Coordinate developer financing with the City's Capital Improvement Program to ensure **adequate capacity** for future growth.

Program 1.2: Evaluate infrastructure capacity and needed improvements as part of the City's **Growth Management Report**.

Policy 2: Secure **sewage capacity** through all available means for residential, commercial, and industrial development.

Program 2.1: Require new development to pay its fair share of the City's **planned sewer system** improvements including treatment, distribution, reuse, and export facilities.

Policy 3: Approve only those **sewage collection, treatment, and export expansion** alternatives which are cost- and energy-efficient and do not create a health hazard.

Program 3.1: Utilize **wastewater reuse/reclamation** methods to the fullest extent feasible.

### Water

Policy 4: Ensure an adequate **water system** for existing and future development, and maintain an adequate reserve of water in storage facilities.

Program 4.1: Require new development to pay for its fair share of the City's water system **master plan improvements**.

Program 4.2: Develop a **contingency plan** for potential water shortages including groundwater management and water conservation.

Program 4.3: Work with Zone 7 to establish and monitor acceptable ranges of **underground water levels** and recharge when necessary.

Program 4.4: Maintain **water pressure** at sufficient levels to serve residential, commercial, industrial, and fire flow requirements as determined by the City Engineer.

Program 4.5: Require the installation of water conservation devices and **drought tolerant landscaping** in appropriate locations.

Program 4.6: Utilize **water reclamation** methods to the fullest extent feasible.

Program 4.7: Work with Zone 7 to develop contingency plans for **supplemental water sources** independent of the State Water Project.

Program 4.8: Evaluate **water supply** as part of the Growth Management Report.

Program 4.9: Undertake programs to educate citizens about **conservation** of water in the home and in landscaping.

### Storm Drainage

Policy 5: Ensure an adequate **storm drainage system** to serve existing and future development.

Program 5.1: Require new development to pay its fair share of the storm drainage **system improvement** costs.

Program 5.2: Design local storm drainage improvements to carry appropriate **design year flows** resulting from buildout of the General Plan.

Program 5.3: Work with **Zone 7** to complete planned, regional storm drainage improvements.

Program 5.4: Require **new development** to improve local storm drainage systems to accept appropriate design year flows resulting from new development, as determined by the City Engineer.

### Flood Control

Policy 6: Ensure a sufficient **flood control system** to serve existing and future development.

Program 6.1: Require new development to pay its fair share of the **flood control improvement** costs included in Zone 7's Master Plan.

Program 6.2: Ensure that **detention basins** are designed to allow for public amenities, recreation, natural habitat, and agriculture, where feasible.

## Solid Waste

Policy 7: Minimize the City's generation of **solid waste materials** by supporting the Alameda County Solid Waste Management Plan and developing City recycling programs.

Program 7.1: Promote the **recycling** of materials at the solid waste transfer station and other locations.

Program 7.2: Encourage **recycling** of paper, glass, metal, and other marketable materials through the City's centralized recycling program.

Program 7.3: Continue to develop a **curbside recycling** program.

Program 7.4: Promote and provide **incentives** for using recycled materials in construction or manufacturing.

Program 7.5: Promote and provide **incentives** for using recycled materials in the home or business.

Program 7.6: Promote and provide incentives for the reduction of **curbside waste**.

Program 7.7: Utilize **waste management reclamation** methods to the fullest extent feasible.

Program 7.8: Develop a **garden waste** composting program.

Program 7.9: Develop a **toxic waste disposal** and home hazardous waste advertising program to better inform the public of existing and future services.

Program 7.10: Explore establishing a centralized **composting facility**, and promote home composting efforts to remove green-waste from the garbage stream.

## Gas and Electric

Policy 8: Ensure a sufficient **gas and electric system** to serve existing and future needs while minimizing impacts on existing and future residents.

Program 8.1: Work with **PG&E** to design and locate appropriate expansions of the gas and electric system.

Program 8.2: Underground local serving electrical **transmission and distribution lines** in residential and commercial areas where feasible.

Program 8.3: Place new regional serving transmission and distribution lines **underground**, wherever feasible.

Program 8.4: Design **utility substations** in a visually-appealing structure, and minimize their impact on nearby residential areas.

Program 8.5: Require new development to pay its **fair share** to underground distribution facilities fronting the development and total costs within the development.

### Municipal Facilities

Policy 9: Provide sufficient sites and improvements for a full range of **municipal facilities** to serve existing and future development.

Program 9.1: Require future development to pay its fair share of the cost of purchasing **sites** and financing needed **improvements** for existing and future municipal facilities, including a city hall, fire stations, athletic facilities, cultural arts center, etc.

Program 9.2: Provide and promote a **culturally-rich environment** as well as a full spectrum of human services for all ages.

Program 9.3: Annually review the operation and usability of the **library**. Service levels of the Library should be maintained or improved to the fullest extent feasible.

Program 9.4: Explore the feasibility of constructing a "landmark" **civic center** to house the City administrative offices, preferably in the Downtown area, consistent with the community character of the surrounding area.

Program 9.5: Promote the construction of a new **community center**.

### Schools

Policy 10: Encourage and support high quality of **educational facilities** in Pleasanton.

Program 10.1: Work with the School District to locate school sites to preserve the **quality of life** of existing and new neighborhoods.

Program 10.2: Encourage limited **elementary school enrollment** size (up to 650 students) to maintain neighborhood character and promote more personalized education.



## Capital Improvements

Policy 11: Coordinate future **capital improvement expenditures** with the City's long-range capital improvement schedule to maximize the economies of scale, consistent with the community character.

Program 11.1: Allocate funds in each year's **Capital Improvement Program** according to long-term capital improvement needs.

Program 11.2: Update the City's long-range **capital improvement schedule**, as development needs change over time.

Policy 12: Require **annexation** to the City as a pre-requisite to utility extension.

Program 12.1: Encourage annexation of those parcels within the Pleasanton **Sphere-of-Influence** which are able and willing to pay for City services and utility extensions.

## Recreation

Policy 13: Enhance the **recreational opportunities** for all Pleasanton residents through a program of planned expansion.

Program 13.1: Explore the construction of additional **lighted playing fields**, and **indoor recreation facilities**.

Program 13.2: Undertake a study of **recreational needs** for teens.

Program 13.3: Explore utilizing the **Fairgrounds** for recreational and cultural activities.

Policy 14: Promote the development of **public golf courses** within the Planning Area.

Program 14.1: Encourage the development of at least one **municipal, affordable, walkable golf course**, and at least one **championship golf course** open to the public.

Program 14.2: Encourage golf course designs which **conserve water** resources.

## Cultural Arts

Policy 15: Promote the enhancement of the **arts** within the City.

Program 15.1: Support the **Civic Arts Commission** in its review and preparation of recommendations on public art projects, oversee the development of a City cultural plan, promote art within the City, guide future direction of cultural enhancement, and identify cultural art facility needs.

Program 15.2: Encourage commercial, office, and residential projects to incorporate **art** within the project design.

Program 15.3: Adopt an **arts in public places ordinance**.

Program 15.4: Explore with other jurisdictions the potential need for a **regional performing visual arts center**.

## Human Services

Policy 16: Promote **human services** for people of all ages to those Pleasanton residents who are in need of assistance.

Program 16.1: Establish and maintain **centralized City efforts** to coordinate the activities of human service agencies, cooperate with religious institutions and volunteer groups to provide needed services, disseminate public information, and provide public education in order to increase community outreach and facilitate access to human services.

Program 16.2: Work with local, County, State, and Federal agencies to promote and support **human services** for people of all ages (e.g., children immunization programs, mental health activities, etc.).

Program 16.3: Work with private child care providers and local, County, and State agencies to promote and enhance affordable **child care services** throughout the City.

Program 16.4: Review existing **senior/disabled transportation services** to identify ways to improve service and availability.

Program 16.5: Encourage the development of additional services to respond to the needs of **seniors** (e.g., expansion of senior day care hours at the Senior Center, establishment of other senior day centers, case management services, in-home services, etc.).

Program 16.6: Promote the establishment of **elderly care facilities** throughout the City and, in particular, those located in close proximity to the senior services and facilities.

Program 16.7: Support the **Youth Advisory Commission** in its study of youth needs in Pleasanton.

Program 16.8: Encourage the development of **appropriate services** that are responsive to the needs of children, youths, and young adults.

## Clean Water Program

Policy 17: Implement storm water runoff requirements, as recommended by the **Alameda County-wide Clean Water Program**, with as little impact on development and business costs as possible.

Program 17.1: Incorporate **conditions of approval** developed by the Alameda County-wide Clean Water Program, as appropriate, for new development and discretionary permits.

Program 17.2: Develop **design guidelines** and standard details to enable developers to incorporate clean water runoff requirements into their projects.

Program 17.3: Evaluate the effect of development on stormwater runoff in the **CEQA process**.

Program 17.4: Encourage the use of **site planning and design techniques** to minimize impacts to water quality, including minimizing land disturbance, minimizing impervious surfaces, clustering development, preserving open space, and maintaining riparian areas with buffer zones to reduce runoff into waterways.

Program 17.5: Include stormwater quality requirements in **plans and contract specifications** for City projects.

Program 17.6: Require the use of **Best Management Practices** for construction activities and ongoing business operations to prevent contaminants from entering the storm drain system.

Program 17.7: Review the City's **erosion and sedimentation prevention program** to ensure that erosion prevention controls and enforcement are being implemented. Create an ordinance, if necessary, to accomplish these requirements.

Program 17.8: Conduct **construction site field inspections** to ensure the proper implementation and maintenance of erosion prevention and materials/waste management to effectively prohibit non-stormwater discharges.

Program 17.9: Provide **educational materials** for distribution to developers, business people, and the general public explaining stormwater quality issues and requirements.

Program 17.10: **Train City staff** on stormwater quality requirements with an emphasis on being **proactive and flexible** in implementing stormwater controls.

## FOOTNOTES

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- <sup>1</sup> Lowry & Associates, Sewer Master Plan for the City of Pleasanton, January 1986.
- <sup>2</sup> Lowry & Associates, Draft Sewer Improvement Requirements for the Proposed Amendment to the Pleasanton General Plan, June 1986.
- <sup>3</sup> John Corollo, Vineyard Sewer Master Plan, April 1993.
- <sup>4</sup> Brown and Caldwell, Dublin San Ramon Services District Wastewater Treatment Plant Master Plan, January 1984.
- <sup>5</sup> CH2M Hill, LAVWMA Export Capacity Expansion Project 21 MGD Final EIR, January 1985.
- <sup>6</sup> Estimate is a result of the individual municipalities' sewer capacity calculations.
- <sup>7</sup> Camp Dresser & McKee, Zone 7, Alameda County Flood Control and Water Conservation District Water Supply Planning Report, January 1994.
- <sup>8</sup> Alameda County Flood Control and Water Conservation District, Zone 7 Project Flood Control and Storm Drainage Improvements, June 1960.
- <sup>9</sup> Brown and Caldwell, Alameda County Integrated Waste Management Plan, September 1995.
- <sup>10</sup> Pleasanton Garbage Service, Truck Haul Weight Reports, (July 1994 - June 1995).
- <sup>11</sup> Pleasanton Garbage Service, Quarterly Survey by Jurisdiction of Origin, September 1995.
- <sup>12</sup> Brown and Caldwell, City of Pleasanton Source Reduction and Recycling Element, January 1992.
- <sup>13</sup> Alameda County Waster Management Authority, 1995 Disposal Tonnage (January-June 1995), September 1995.
- <sup>14</sup> Lapkoff & Gobalet Demographic Research, Inc., School Impact Fee Report, May, 1995.



**TABLE VI-1**  
**SEWAGE COEFFICIENTS**

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<u>Description</u>	<u>Flow Coefficient</u>
Residential - existing single family	250 GPD/DU
Residential - new single family	220 GPD/DU
Residential - existing and new multiple family	145 GPD/DU
Institutional	2,000 GPAD
Commercial	200 GPD/1,000 S.F.
General Industrial	210 GPD/1,000 S.F.
Office	50 GPD/1,000 S.F.*
Inflow/Infiltration - New development	300 GPAD
Inflow/Infiltration - Existing development	500 GPAD

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\* Modified from 100 gpd/1,000 sq.ft. to 50 gpd/1,000 sq.ft. in 1992.

GPD = Gallons per Day; DU = Dwelling Unit; SF = Square Foot; GPAD = Gallons per Developed Acre

Source: Lowry & Associates, Sewer Master Plan for the City of Pleasanton, January 1986

TABLE VI-2

## ZONE 7'S ANNUAL WATER DEMAND BY USE, 1994-2020

Year	Population Projections	Municipal & Industrial Users	Small Systems & Institutions	Rural	Gravel Mining	Irrigated Ag.	Total Demand
(1) 1994	143,000	30,435	1,255	300	1,967	3,600	37,557
1995	147,000	32,933	3,100	300	3,000	4,000	43,333
1996	151,000	33,830	3,100	300	3,000	4,000	44,230
1997	155,000	34,726	3,100	300	3,000	4,400	45,526
1998	161,000	36,070	3,100	300	3,000	4,400	46,870
1999	166,000	37,190	3,100	300	3,000	4,400	47,990
2000	172,000	38,534	3,100	300	3,500	5,400	50,834
2001	178,000	39,879	3,400	300	3,500	5,400	52,479
2002	184,000	41,223	3,400	300	3,500	5,400	53,823
2003	191,000	42,791	3,400	300	3,500	5,400	55,391
2004	197,000	44,135	3,400	300	3,500	5,400	56,735
2005	203,000	45,480	3,400	300	4,000	5,400	58,580
2006	211,000	47,272	3,400	300	4,000	5,400	60,372
2007	217,000	48,616	3,700	300	4,000	5,400	62,016
2008	223,000	49,960	3,700	300	4,000	5,400	63,360
2009	228,000	51,080	3,700	300	4,000	5,400	64,480
2010	234,000	52,425	3,700	300	4,500	5,400	66,325
2011	238,000	53,321	3,700	300	4,500	5,400	67,221
2012	243,000	54,441	3,700	300	4,500	5,400	68,341
2013	247,000	55,337	3,700	300	4,500	5,400	69,237
2014	252,000	56,457	4,000	300	4,500	5,400	70,657
2015	257,000	57,578	4,000	300	5,000	5,400	72,278
2016	260,000	58,250	4,000	300	5,000	5,400	72,950
2017	264,000	59,146	4,000	300	5,000	5,400	73,846
2018	267,000	59,818	4,000	300	5,000	5,400	74,518
2019	271,000	60,714	4,000	300	5,000	5,400	75,414
2020	275,000	61,610	4,000	300	5,500	5,400	76,810

VI-20

Notes: This table is based on Table 2 from Zone 7's Water Connection Charge Program Update Report, dated February 1994.

1) Population is based on projections of Pleasanton, Livermore, Dublin, and Alameda County based on their current and/or prospective General Plans.

2) 1994 figures are based on actual numbers. 3) Water demand is based on 200 gallons per person per day. 4.) Water figures are acre-feet.

**TABLE VI-3**  
**GARBAGE GENERATION AND DIVERSION**  
**CITY OF PLEASANTON**  
**1990-2005**

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YEAR	GENERATION (1,000 TONS)	DIVERSION (1,000 TONS)	DIVERSION %	DISPOSAL (1,000 TONS)
1990	124.3	18.6	15.0%	105.7
1995	141.0	56.4	40.0%	84.7
2000	155.2	80.6	48.1%	74.6
2005	173.8	83.5	48.0%	90.4

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*Source: Brown and Coldwell, City of Pleasanton Source Reduction and Recycling Element, January 1992.*



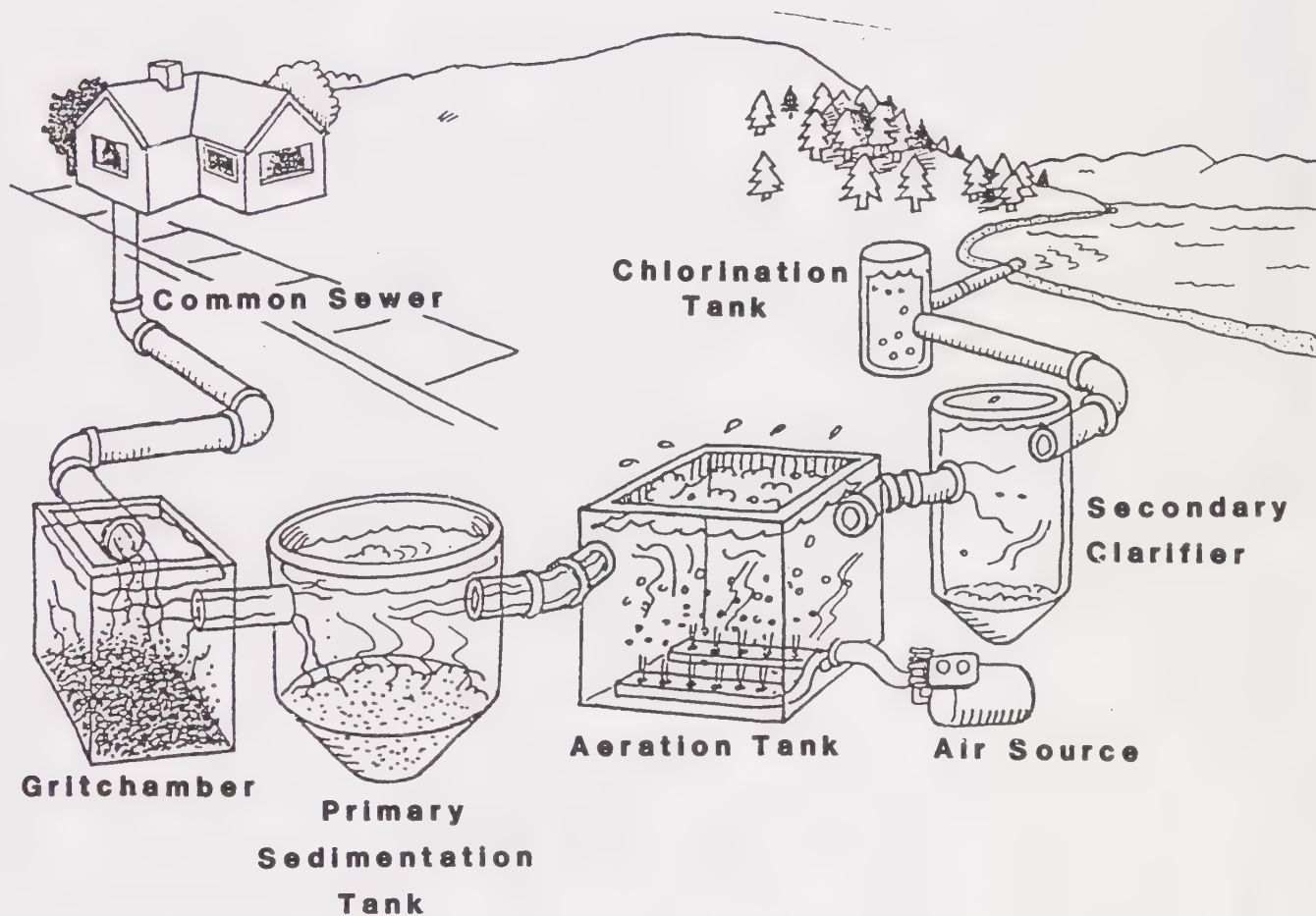
Source: NBS/Lowry

# THE PLEASANTON PLAN

**Figure VI-1**  
**Sewage Treatment and**  
**Export System**







Source: California Department of Water Resources

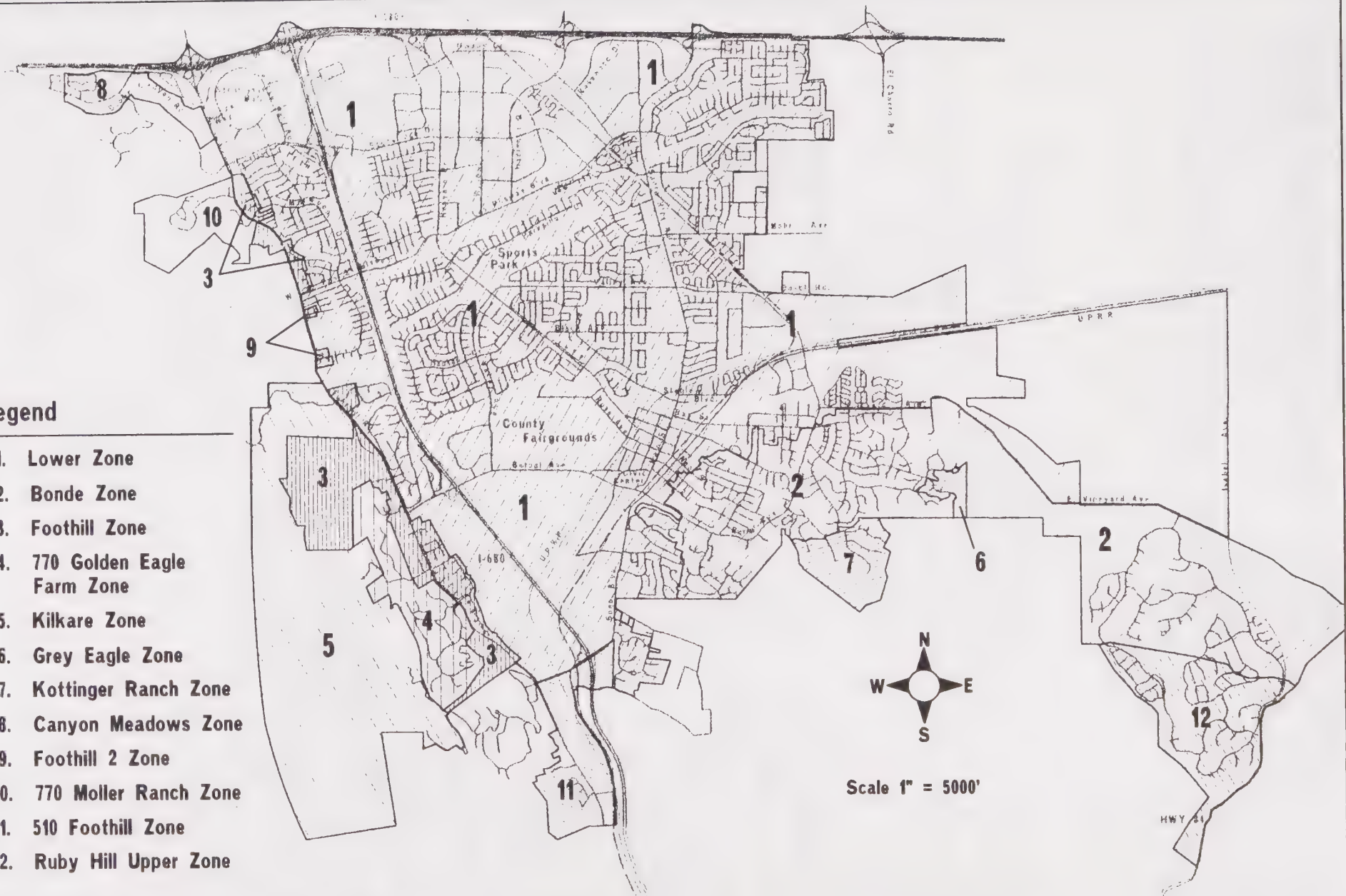
# THE PLEASANTON PLAN

Figure VI-2  
Sewage Treatment Process



## Legend

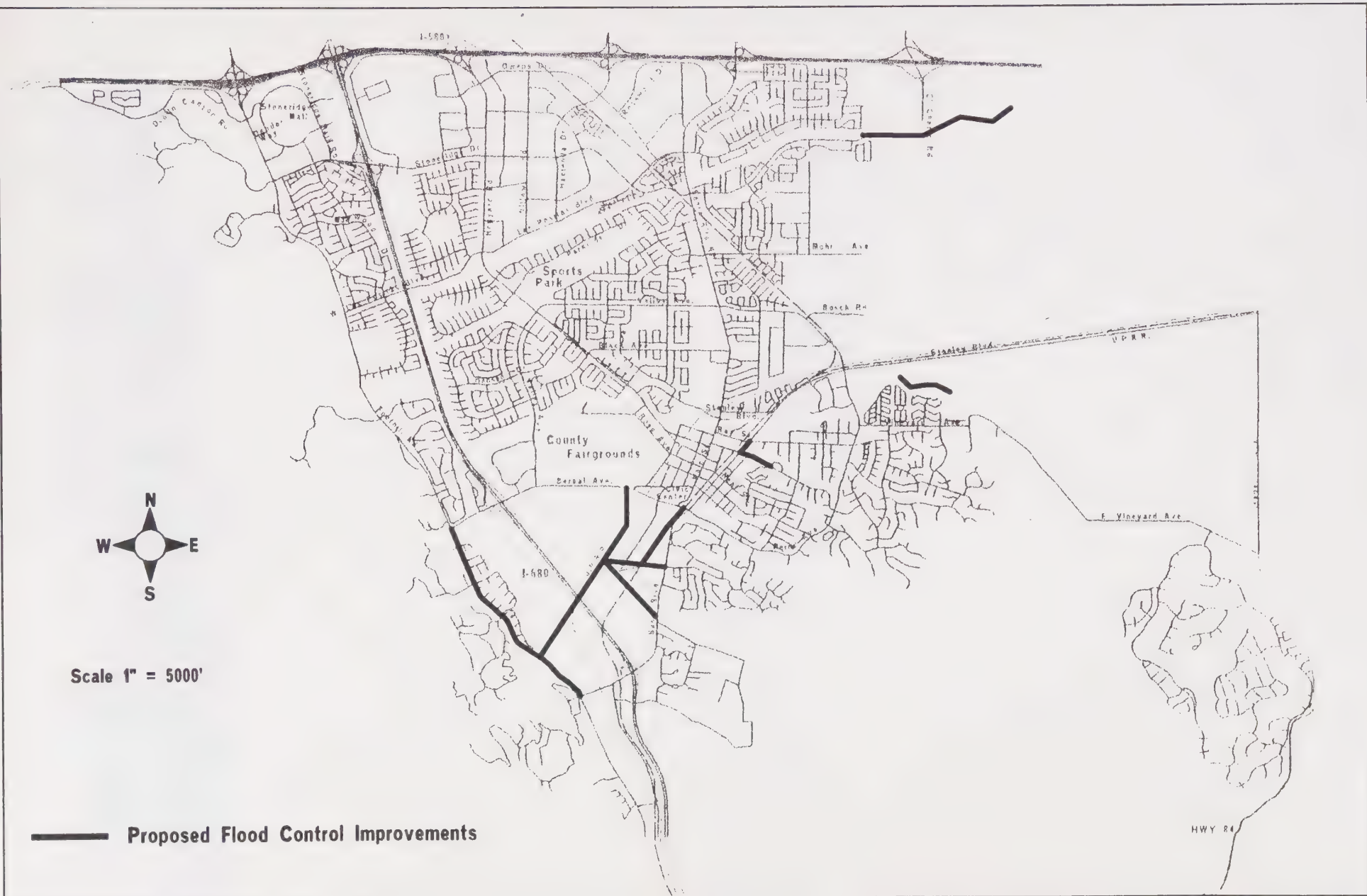
1. Lower Zone
2. Bonde Zone
3. Foothill Zone
4. 770 Golden Eagle Farm Zone
5. Kilcare Zone
6. Grey Eagle Zone
7. Kottinger Ranch Zone
8. Canyon Meadows Zone
9. Foothill 2 Zone
10. 770 Moller Ranch Zone
11. 510 Foothill Zone
12. Ruby Hill Upper Zone



# THE PLEASANTON PLAN

Figure VI-3  
Water Pressure Zones





# THE PLEASANTON PLAN

Figure VI-4  
Flood Control Improvements







THE PLEASANTON GENERAL PLAN

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VII. CONSERVATION AND  
OPEN SPACE ELEMENT





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## VII. CONSERVATION AND OPEN SPACE ELEMENT

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### PURPOSE

The purpose of the Conservation and Open Space Element is to conserve and manage natural resource and open space areas for the preservation and production of resources, promotion of outdoor recreation, protection of public health and safety, and preservation of valuable wildlands.

### INVENTORY OF EXISTING RESOURCES

#### Animal Life

**Native fauna** generally inhabit areas of minimally disturbed plant life such as the Pleasanton and Main Ridges, the Southeast Hills, and the Arroyo del Valle and Arroyo de la Laguna. The types of animal life found in the Planning Area are summarized in Table VII-1. Mammals such as raccoons and opossums are found predominantly along the arroyos; deer and badgers on the hillsides; and foxes, coyotes, moles, gophers, skunks, rabbits, squirrels, and mice in both hilly and flat land. Mountain lions and bobcats can also be found in the Planning Area, primarily in the steeper parts of the Southeast Hills and on Pleasanton Ridge, and in the foothills and mountainous areas south of the San Antonio Reservoir.

Approximately 140 species of **birds** either inhabit or forage within the Planning Area. Of these, the bald eagle is a Federal-listed and State-listed endangered species. Other special-status bird species recognized by the State

Department of Fish and Game (DFG) as Species of Special Concern are also resident or forage in the Planning Area. These include the black-shouldered kite, golden eagle, northern harrier, osprey, tri-colored blackbird, and the burrowing owl. Open hillsides and level areas provide habitat for the **Alameda whipsnake** (striped racer), a State-listed threatened and Federal-proposed endangered species. The **California tiger salamander**, **red-legged frog**, and **foothill yellow-legged frog** are resident in portions of the Planning Area and designated as a DFG Species of Special Concern and Federal-listed species.

#### Plant Life

**Vegetation** serves a number of important functions in the environment, including food for human and other animal life, erosion and climate control, reduction of surface water runoff, soil enrichment, air quality improvement, shelter for wildlife, and aesthetics. The types of plant life found in the Planning Area are summarized in Table VII-1.

Due to human activities and domesticated animals, little native vegetation remains within the urbanized portions of the Planning Area. However, a mixture of native trees, shrubs, and herbaceous species occurs along the ridges to the west, and in the Southeast Hills. The greatest concentration of **native plant life** is found along the eastern slopes of the Pleasanton and Main Ridges.

**Grasslands** are the dominant vegetative community found in hilly areas. Due to livestock grazing, native grasses have been mostly replaced with non-native, annual species such as barnyard grass, bromes, goat grass, nit grass, Italian rye, wild rye, oatgrass, and Kentucky bluegrass. Common non-native herbaceous plants in grasslands habitats include bur clover, fennel, filaree, milk and bull thistle, mustards, and white clover. After winter rains, the grasslands become dotted with the blossoms of indigenous plants such as the California buttercup, California poppy, and fuchsia.

Purple needle grass is a native species found within the Planning Area which has been identified by DFG as a Special Status Plant Community. Also, the following plant species are known to occur in or near the Planning Area which are considered by DFG to be Sensitive Plant Species: San Joaquin saltbrush, Diablo helianthella, and Congdan's tarplant.

**Brushland** vegetation is found in patches on the sides and crests of ridges and near the bottoms of ravines and creeks. Common shrubs found in these areas include coyote brush, California toyon, bush monkey flower, poison oak, California sagebrush, and coffee berry. A higher percentage of brushland plants are indigenous to California than are plants in grassland areas.

**Woodlands** cover nearly the entire upper half of the ridges and extend along stream channels and into the grassland areas of the lower slopes, and can be seen from many parts of Pleasanton. Trees in these areas are predominantly oaks, including coast live oak, valley oak, black oak, and blue oak. California laurel, big-leaf maple, and California buckeye are commonly found

scattered among the oaks. A number of shrubs, herbs, and grasses also grow in woodland areas.

**Trees** over 55 inches in circumference or 35 feet in height are considered "Heritage Trees" in Pleasanton and are subject to special regulations<sup>1</sup> governing their removal. Many trees of this size are found on Pleasanton Ridge and the Southeast Hills, in the Downtown area, along the western segment of Bernal Avenue, along Stanley Boulevard near Reflections Drive, and in the Mohr-Martin neighborhood. The most common of these trees include valley oak, Monterey pine, California black walnut, eucalyptus, sycamore, black locust, and California box elder.

The Arroyo del Valle, Arroyo de la Laguna, and other **riparian corridors** in the Planning Area are dominated by an overstory of native vegetation consisting of cottonwood, sycamore, and willow trees, and an understory of California button-bush, coyote brush, mugwort, elderberry, snowberry, California rose, willow shrubs, cattail, and poison oak. Non-native species include Himalayan blackberry and tree tobacco.

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## Soils

**Soils** are a natural resource which contribute to the viability of agriculture and grazing activities, the recharge of groundwater, and the productivity of plant and animal habitats. The location of various soil types is shown in Figure VII-1 and described and interpreted in detail by the U.S. Soil Conservation Service.<sup>2</sup>

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## Groundwater

Pleasanton lies within the **Alameda Creek watershed**, a drainage basin of some 675 square miles lying between Mount



Hamilton and Mount Diablo. Alameda Creek, the principal stream, flows from its origin on Mount Hamilton until it meets the Arroyo de la Laguna near Sunol and then runs west through Niles Canyon to San Francisco Bay. The Arroyo de la Laguna collects the surface water runoff from the Amador-Livermore Valley and carries it south to Alameda Creek. Although all of the creeks feeding the Arroyo de la Laguna are naturally seasonal, Zone 7 of the Alameda County Flood Control and Water Conservation District releases controlled amounts of stored water from the Del Valle Reservoir and imported water from the South Bay Aqueduct into these creeks in order to recharge the groundwater basin which underlies the Planning Area.

The groundwater basin consists of several **aquifers** which are layers of water bearing gravels separated by impenetrable layers of clay. The greatest amount of groundwater is found directly under the flat portions of the Planning Area. The location of water resources in the Planning Area is shown in Figure VII-2.

**Groundwater recharge** is a vital component of natural resource production. The Arroyo de la Laguna and the Arroyo del Valle act as groundwater recharge areas. These areas are designated for open space uses as well as Wildlands Overlay on the General Plan Map.

---

### **Sand and Gravel**

About 2,700 acres of land are designated on the General Plan Map for **Sand and Gravel Harvesting**. This land generally lies east of Martin Avenue and north of the Arroyo Del Valle. The Planning Area contains the largest single concentration of sand and gravel deposits in the entire Bay Area. Over half of this land has been or is in the process of being

mined, with the remainder expected to last for another 20 to 35 years. The California Division of Mines and Geology has described the quantity and quality of this aggregate in great detail and has designated this land as an "Aggregate Resource Area of Regional Significance."<sup>3</sup> This designation notifies the City to identify these areas, assist in their management, and promote the conservation and development of this construction grade aggregate in its General Plan. Figure VII-3 shows the location of these lands, which are mostly owned by sand and gravel companies and designated for Sand and Gravel Harvesting use on the General Plan Map. An exception is the Ruby Hill area which was approved for partial development by Alameda County in 1992 prior to its annexation into Pleasanton. Future harvesting and reclamation activities are regulated by the **Alameda County Reclamation Plan**.<sup>4</sup>

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### **Historic Resources**

A series of **historic buildings** in Pleasanton constitute a significant man-made resource and symbolize the City's early development. As shown in Table VII-2 and Figure VII-4, Pleasanton's oldest structure is the Alviso Adobe, which dates from 1844 and is located on the west side of Foothill Road, just north of Bernal Avenue. The City has designated a 5.7-acre parcel of land surrounding the Adobe for use as a historical park. The two other remaining **adobe structures** in Pleasanton, the Kottinger Barn and the Bernal Adobe, are also planned to be restored. Most of the other historic buildings dating from the 19th century are located in the Downtown area. A notable exception is the Century House on Santa Rita Road. This building conveys the architectural heritage of the Amador Valley.

## OPEN SPACE LANDS

The General Plan designates four categories of Open Space in the Planning Area. These include Parks and Recreation, Agriculture and Grazing, Public Health and Safety, and Wildlands Overlay. Each of these designations is described below.

### Parks and Recreation

---

Pleasanton's park system consists of 22 **neighborhood parks** totaling about 120 acres, and 10 **community parks** totaling approximately 187 acres, as shown in Figure II-5 of the Land Use Element. Of the 307 acres allocated for City park uses on the General Plan Map, about 286 acres, or 93 percent, are actually improved. The remaining acres are being preserved for future park use. These figures do not include the 237-acre Agustin Bernal Park. Pleasanton currently provides about 5.4 acres of improved neighborhood and community parks per 1,000 population, slightly above the national standard of five acres per 1,000.

In addition to neighborhood and community parks, the Planning Area contains two **regional parks**. The Pleasanton Ridgeland Regional Park presently contains 3,163 acres. It is owned and maintained by the East Bay Regional Park District (EBRPD) and is planned as the core of a much larger area to be acquired over many years in the future. The park provides canyon and ridgetop views and access to remote, deep-canyon streams. Primary access is provided from the main staging area on Foothill Road by way of a multi-purpose trail system, which accommodates hikers, equestrians, and bicyclists.

The 249-acre **Shadow Cliffs Regional Recreation Area** provides aquatic, hiking, and cooking facilities and attracts people from all over the Tri-Valley. This facility is also owned and operated by the EBRPD. Shadow Cliffs and the Pleasanton Ridgeland Regional Parks are an integral part of the East Bay park system called for in the East Bay Regional Park District Master Plan.<sup>5</sup>

The undeveloped area designated as Parks and Recreation on the General Plan Map and located south of Castlewood Country Club, between **Foothill Road and I-680**, is used primarily as a railroad and flood control corridor. It provides a scenic resource along I-680 as well as a riparian corridor and critical wildlife corridor. Two pathways are planned along this linear park following the Arroyo de la Laguna and the Union Pacific Railroad tracks.

The General Plan also provides for a major system of trails and bikeways throughout the Planning Area. Circulation Element Figure III-9 designates a series of riding and **hiking trails** along the Arroyo Mocho, Arroyo del Valle, and Arroyo de la Laguna, and extending into the Southeast Hills and the Pleasanton Ridge. These trails are well integrated into the regional trail system, providing regional links in all directions. Although not fully improved, the trails hold the potential for walking and bicycling throughout the undeveloped portions of the Planning Area.

### Agriculture and Grazing

---

A limited variety of agricultural uses exist within the Planning Area. The production of alfalfa currently takes place on the **San Francisco Water Department Bernal site** and is expected to extend for several years pending



proposed site development approval and construction. The **Ruby Hill** area in Pleasanton is being re-planted with approximately 200 acres of grapes. Two small vineyards of approximately two and five acres exist along East Vineyard Avenue. Many ranchettes with a limited number of livestock currently exist in the **Vineyard Avenue Corridor** and **Happy Valley** (South Pleasanton) areas. Most of the land in the Southeast Hills which is designated as Public Health and Safety, and most of the land designated as Agriculture and Grazing in the Pleasanton Ridgeland are used for the grazing of livestock.

### **Public Health and Safety**

---

Nearly one-third of the Planning Area, is designated as Public Health and Safety on the General Plan Map. These lands are found mostly in the Southeast Hills. They are designated as open space to discourage development because of a variety of natural constraints. Some of this land is underlain by landslide deposits and is prone to soil and seismic instability, as discussed in the Public Safety Element. Most of these areas consist of **hilly terrain** which exceeds 25 percent in slope. In addition, much of this land is difficult to provide with City services such as sewage disposal and fire protection and, therefore, is excluded from developable land use designations. Protection of these areas also provides valley residents with a **scenic resource** which contributes to the visual identity of the community.

Flood plains along the arroyos are also designated as Public Health and Safety, as are narrow strips of land adjacent to I-680 and the railroad tracks. These areas are intended to protect future development from hazards due to floods, traffic noise, and railroad

operations. The strips of land along I-680 also supplement other open space areas and provide a visual buffer along this **scenic highway** as described in the City scenic guidelines.<sup>6</sup> A similar strip separates the Mohr-Martin residential neighborhood from the sand and gravel quarries planned for harvesting in the future. A semi-circular strip on the slopes of Mission Hill, near the intersection of Bernal Avenue and Sunol Boulevard, is intended to preserve the steep slopes below the Pleasanton Hills neighborhood. Finally, a circular-shaped piece of land on the hill bisected by I-680, northeast of Castlewood Country Club, is designated as Public Health and Safety because of its steep terrain and its location adjacent to the freeway.

### **Wildlands Overlay**

---

Wildlands cover much of the **south and west portions of the Planning Area**. These lands are located mostly around the San Antonio Reservoir, Southeast Hills, and the Pleasanton Ridgeland. Also included are the Arroyo Mocho, Arroyo de la Laguna, and Arroyo del Valle waterways. With the exception of the Pleasanton Ridgeland, which is subject to the provisions of the land use restrictions of the **1993 Measure F Initiative**, these lands are designated in the General Plan as "Wildlands Overlay."

Areas shown as Wildlands Overlay contain **valuable habitats and communities**. They require special attention in order to protect biological diversity and special-status species listed by Federal and State resource agencies. In most cases, wildlands also function as subregional **corridors for the movement of wildlife** between major open space areas, such as regional parks, wilderness areas, and watershed lands. They also enhance the

human environment by providing scenic resources and educational opportunities. The land use designations which underlie Wildlife Overlay areas are Public Health and Safety, and Parks and Recreation.

The goal of the Wildlands Overlay is to retain the **biological diversity** and variety of habitats that might otherwise be lost if the land were developed. In order to ensure long-term preservation of biological diversity, a variety of habitat types need to be protected in areas large enough to include viable populations of species which may be present in low numbers. Therefore, canyons, ridgetops, grasslands, woodlands, brushlands, arroyos, and streams are all included as wildlands.

Wildland areas are not isolated islands surrounded by development, but rather a part of a major **linked system** which allows wildlife movement through a network of regional open space. This is accomplished by connecting the Pleasanton Ridge Regional Park on the west to the Ohlone Wilderness area and San Francisco Watershed lands to the south and the Del Valle Regional Park to the southeast. In this way, Pleasanton contributes an important subregional resource that is much more valuable than isolated pockets of open space. A description of the areas designated as Wildlands Overlay is presented below.

The undeveloped area located along the **Arroyo de la Laguna**, south of Castlewood Country Club, between Foothill Road and I-680, is used primarily as a railroad and flood control corridor. This area is designated with a Wildlands Overlay because it contains a relatively undisturbed strand of riparian woodland that is comprised primarily of heritage trees. Preservation of this habitat also provides a **valuable wildlife corridor** which links Pleasanton Ridge Regional Park to

the Southeast Hills and is crucial to maintaining continuity of wildlife habitats at a subregional scale.

Substantial areas of grasslands and woodlands in the **Southeast Hills** are also designated as Wildlands Overlay. This large area incorporates biological diversity and forms a bridge between the Pleasanton Ridge Regional Park and wildlands in the San Antonio Reservoir area. Several watersheds are encompassed, including canyons that provide Pleasanton with a source of groundwater.

The **San Antonio Reservoir area** has a number of recorded sightings of Special Status Species around the east end of the lake. This watershed land contributes domestic water to the San Antonio Reservoir, and provides a regional corridor for wildlife, connecting Del Valle Regional Park and the Ohlone Wilderness to Pleasanton's Southeast Hills.

The Arroyo Mocho, Arroyo de la Laguna, and Arroyo del Valle are the three **major waterways** which traverse Pleasanton. Much riparian vegetation and wildlife exist along the arroyos. These provide the richest natural habitat in the Planning Area and also allow for storm water drainage and ground water recharge.

The **northeast corner of Pleasanton Ridge** provides a particularly striking, dense stand of "heritage woodland," visible from Foothill Road and Canyon Way. The steep terrain generally precludes this area from development. This woodland contains several species of very large trees, including California sycamore and some remarkably large California buckeyes.



## DESCRIPTION OF FUTURE PLANS AND PROGRAMS

### Conservation and Production of Resources

In order to encourage creative and flexible projects in rural areas where limited development is permitted, the City uses its Planned Unit Development (PUD) zoning district. A good example of the positive effects of using **PUD zoning** can be seen in the Twelve Oaks project where 80 percent of the land area is preserved as open space. **Transfer of development rights** can also be used for protecting large areas of open space. This involves the clustering of development from a large area onto a small area through a development credit system resulting in the protection of environmentally sensitive lands. **Conservation easements** are another technique whereby development rights can be purchased or privately dedicated so that open space lands can be protected in perpetuity.

Although not a resource produced within the Planning Area, the consumption of **fossil fuels** is a widespread activity which Pleasanton attempts to reduce. The City's Transportation Systems Management (TSM) Ordinance is designed to reduce gasoline consumption (see Circulation Element), and its energy conservation programs for new construction (see Housing Element) help reduce energy used for heating and cooling. Programs to encourage recycling of solid waste materials also help reduce energy required to manufacture new containers, as discussed in the Public Facilities Element.

### Water Quality

**Zone 7** of the Alameda County Flood Control and Water Conservation District, the City of Pleasanton Water Department, and the Hacienda Business Park Owners Association

are responsible for various water quality **monitoring** efforts. Zone 7 has conducted regularly scheduled monitoring of six wells in Pleasanton, for water levels, mineral content, and potential contaminants over the past twenty years. No significant levels of volatile organic compounds or contaminants have been detected to date in Pleasanton's water supply.

The **City Water Department** monitors four wells and six testing stations for chlorination and fluoridation on a daily basis. In addition, the City has 24 other testing stations where bacteria are monitored on a weekly basis. Total dissolved solids, pH minerals, and heavy metals are also monitored on a regular basis pursuant to State requirements.

In addition to the testing conducted by Zone 7 and the City, the **Hacienda Business Park Owners Association** (HBPOA) also monitors water quality annually. The HBPOA has installed a total of 21 wells which are periodically monitored on a rotating basis.

All test results have been acceptable for all toxics and contaminants. The City's backflow prevention and flushing program protects the continued purity of drinking water once it enters the City system.

Sewage effluent currently is monitored by the **Dublin San Ramon Services District** (DSRSD). The DSRSD plant produces secondary effluent which is pumped to San Francisco Bay and sludge which is decomposed and buried on-site and then hauled to the Vasco Road landfill site (see Public Facilities Element). DSRSD monitors secondary effluent on a daily basis and monitors the sewage transport system for pH levels and hydrogen sulfide. The District operates numerous test wells at their sewage ponds site which have shown no toxic material intrusion on the soil content.

A discussion of **water supply** and related policies and programs is contained in the Public Facilities Element.

### **Sand and Gravel**

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The General Plan designates the 2,700 acres of land containing sand and gravel deposits in the eastern portion of the Planning Area for the harvesting of this regionally significant resource. Most of this land is owned by three large **sand and gravel harvesting companies**: Kaiser Sand and Gravel, RMC Lonestar, and Pleasanton Gravel Company/Calmat. These companies also hold permits from Alameda County entitling them to extract these deposits.

The reclamation of the sand and gravel quarries is regulated by the Livermore-Amador Valley Quarry Area **Reclamation Specific Plan**.<sup>7</sup> The Specific Plan contains phasing plans for quarrying operations, a map of usable land remaining following reclamation of the quarry pits, and a plan for future uses of reclaimed land including a chain of lakes, a recreational trail, and areas which could potentially support future development. The Specific Plan, together with the State's designation of these lands as areas of regional significance, and Pleasanton's General Plan designation will effectively protect this valuable resource until the year 2030, after which deposits of construction grade aggregate are projected to be depleted.

### **Historic Resources**

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The City has taken major steps toward the protection of architecturally significant buildings and has inventoried all significant structures in the **Downtown** area,<sup>8</sup> adopted design guidelines which encourage sensitive improvements to Downtown commercial buildings, and designated the Downtown residential area as a Specific Plan Area for

further study of historic preservation and other issues. A historic landmark preservation ordinance and comprehensive heritage building design guidelines are also planned to be developed in the near future.

### **Open Space Land Used for Outdoor Recreation**

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The City Department of Parks and Community Services acquires **parkland** through its Park Dedication Ordinance<sup>9</sup> and provides a wide range of recreational facilities and programs in City parks. The areas designated as Parks and Recreation on the General Plan Map constitute the City's plan for future park use. The City also is working with business park developers to locate and finance a recreational site for business employees. In the future, the City will need to supplement its Park Dedication Ordinance with other methods, including exactions and dedications, in order to acquire all park areas shown on the General Plan Map.

### **Agriculture and Grazing**

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Most of the land designated for future **agricultural use** in the Planning Area is located within the **Pleasanton Ridglands**. Approximately 9,500 acres were designated as Agriculture in 1993 through the Measure F Initiative. The base density of this area is 100 acres per building site. Most of the **Southwest Hills** are designated as Public Health and Safety, but are expected to continue in use as cattle grazing land for many years. The small ranchette area of **Happy Valley** in South Pleasanton is planned to be preserved by way of a two-acre minimum parcel size restriction. The 200-acre **Ruby Hill** vineyard is permanently protected through conservation easements, and small-lot agricultural use is proposed in flatland portions of the Vineyard Avenue Corridor Area.



## Open Space Land Used for Public Health and Safety

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The City continues to restrict development in landslide areas, on steep slopes, and in areas of seismic and other geologic hazards by requiring thorough geologic and geotechnical engineering studies of all land proposed for development within hazard areas (see Public Safety Element). The City also requires special treatment of buildings in fire and flood zones and reviews proposed projects in terms of design impacts. The General Plan Map concentrates future development in areas close-in to the City in order to preserve open space areas surrounding the City for the protection of public health and safety.

## Open Space Land Use for Wildlands

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The areas designated as Wildlands Overlay constitute a resource that makes valuable contributions to the community in a variety of ways. The key to ensuring the successful preservation of wildlands lies in achieving a common community understanding that preservation is a worthwhile endeavor. Individual property owners, developers, and the general public must all benefit. In order to achieve a **common goal for preservation**, incentive programs will be investigated and developed that encourage property owners and developers to cooperate in the preservation and restoration of the wildland areas.

Enhancement and restoration of wildlife populations through habitat improvement will require developing more detailed information about the existing species and communities. It will also be important to study and establish techniques to preserve local and **subregional wildlife corridors**. Barriers to the movement of wildlife that roadways and development create will be minimized. In addition, guidelines will be necessary to specifically

address the Foothill Road, I-680, and State Route 84 areas to ensure that viable subregional wildlife corridors between Pleasanton Ridge, Del Valle Regional Park, and the Ohlone Wilderness are maintained. These considerations should also apply to future improvements to Vineyard Avenue and Stanley Boulevard.

Future plans for restoring areas designated as Sand and Gravel Harvesting should designate large tracts of wetlands as Wildlands Overlay. These wetlands will ultimately attract many waterfowl and will be significant on a regional scale. Given Pleasanton's location within the Pacific Flyway, such wetlands are expected to attract many winter migratory waterfowl. Eventually some local waterfowl species will become year-long residents.

In the future, the Wildlands Overlay designation should also be considered for the **Pleasanton Ridgeland area**. This vast area of land contains valuable wildlife habitat areas on a large scale. The opportunities for accomplishing this will need to be evaluated in accordance with the provisions of Measure F (Pleasanton Ridgeland Initiative, 1993).

Since the areas designated as Wildlands Overlay also contribute to **subregional programs**, planning for wildlands should be coordinated with other agencies to identify land that might fit into a subregional mosaic of wildlands.

## Conservation and Open Space Goals, Policies, and Programs

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The following goals, policies, and programs, in addition to those contained in other Elements, constitute an action program to implement the objectives described in this Element.

## VII. CONSERVATION AND OPEN SPACE GOALS, POLICIES, AND PROGRAMS

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### Natural Resources

Goal 1: To preserve and enhance the **natural resources** of the Planning Area, including plant and wildlife habitats, heritage trees, scenic resources, and water courses.

Policy 1: Preserve and enhance natural **wildlife habitats** and **wildlife corridors**.

Program 1.1: Complete a comprehensive study of the **ecosystems and wildlife habitat areas** within and around the Planning Area, and develop and implement ordinances and policies that will provide for their preservation and enhancement.

Program 1.2: Identify land within the Planning Area which could be reclaimed as **viable wildlife habitat**. Study methods to re-establish viable plant and animal communities in these areas. Develop standards to accomplish habitat reclamation which: (1) specify the minimum acreage, topography, flora, fauna, and other characteristics necessary to ensure survival of wildlife habitat areas; (2) specify necessary length, breadth, flora, fauna, and other characteristics necessary to ensure the protection and use of wildlife corridors; and (3) prevent the creation of open space islands, unless they are connected through a series of viable wildlife corridors in accordance with specified standards.

Program 1.3: Preserve and enhance the resource value of **wetlands** through project development design measures. These measures should be based in part on a jurisdictional wetlands delineation in accordance with current Army Corps of Engineers criteria, for projects which are known to have or that may have wetlands present within their boundaries.

Program 1.4: Develop and implement ordinances and policies that provide for the preservation of **wildlife corridors**, and establish mitigation requirements which minimize the barriers across wildlife corridors that roadways and developments can create.

Program 1.5: Investigate existing private, State, and Federal incentive programs and develop City **incentive programs** that encourage property owners to cooperate in the preservation and restoration of wildlife habitat.

Program 1.6: Include potential impacts on wildlife populations and habitats in **CEQA review** of development projects.

Policy 2: Preserve **heritage trees** throughout the Planning Area.

Program 2.1: Follow the provisions of the City's **Heritage Tree Ordinance** when reviewing future development projects.

Policy 3: Preserve and enhance **stream beds and channels** in a natural state, except where needed for flood and erosion control.

Program 3.1: Develop and implement ordinances and policies that provide for the preservation and restoration of **riparian corridors**, and establish mitigation requirements for modifications to such corridors.

Program 3.2: Develop policies and standards in cooperation with Zone 7 that include restoring riparian corridors when flood and erosion control activities require **channelization**.

Program 3.3: Utilize habitat preservation and reclamation measures when designing **flood and erosion control** projects to limit impacts on plants and wildlife.

Program 3.4: Design **projects** adjacent to the arroyos to protect habitat areas.

### Open Space

Policy 4: Protect all large continuous areas of **Open Space**, as designated on the General Plan Map, from intrusion by urban development.

Program 4.1: Explore the use of **transfer of development rights**, and conservation easements for preserving open space.

Program 4.2: Develop open space **zoning categories** for areas within the City limits designated by the General Plan as Open Space.

Program 4.3: Establish appropriate **levels for the development** of land adjacent to areas designated as Wildlands Overlay through studies which indicate the types of development posing the least potential negative impact on wildlife habitat.

Program 4.4: Preserve **large blocks of open space** land by encouraging the clustering of development.

Program 4.5: Investigate methods and pursue opportunities to retain areas designated on the General Plan Map as **Wildlands Overlay** for permanent open space use through acquisition, conservation easements, establishment of land trusts, etc.



Program 4.6: Encourage developers to publicly dedicate **fee title** to open space lands: (1) that are determined to have considerable public recreational, scenic, or natural resource value; (2) where operational costs can be met; and (3) where significant potential health or safety hazards do not exist. Public access should be offered to the fullest extent possible.

Program 4.7: Develop **zoning districts** with open space uses appropriate for the adopted Open Space categories listed on the General Plan Map and which implement the policies and programs of the General Plan.

Program 4.8: Encourage **public accessibility** to appropriate open space land.

Program 4.9: Restrict private development in areas designated as **Public Health and Safety and Wildlands Overlay** to a single-family home on existing lots of record as of September 16, 1986.

Policy 5: Preserve as permanent Open Space all areas of outstanding **scenic qualities** or areas which provide extraordinary views of natural and man-made objects.

Program 5.1: Develop a **ridgeline preservation ordinance** and scenic hillside design guidelines to improve safety and reduce the potential negative visual impacts of development in hilly areas.

Program 5.2: Implement the recommendations contained in the **Scenic Highway Plan** for I-680.

Program 5.3: Encourage developers to dedicate **scenic/ conservation easements** for private open space areas possessing exceptional natural, scenic, and/or vegetation or wildlife habitat qualities.

## Cultural and Historic Resources

Policy 6: Preserve and rehabilitate those **cultural and historic resources** which are significant to Pleasanton because of their age, appearance, or history.

Program 6.1: Preserve heritage homes outside the Downtown area for use within **City parks** or residential developments.

Program 6.2: Require **archaeological studies** in areas of known archaeological significance prior to development approval, and ensure that such studies meet the requirements of CEQA Appendix K in recommending mitigation measures if an archaeological site is encountered. Include provisions for the interpretation of cultural resources.



Program 6.3: Follow the recommendations contained within archaeological studies regarding rehabilitation or preservation of archaeologically significant **structures and sites**.

Program 6.4: Adopt a **historic landmark preservation ordinance** to protect individual buildings and sites of historic significance to Pleasanton.

Program 6.5: Encourage the use of educational workshops, exhibits, and teaching materials which celebrate the City's **ancestral heritage and Native American contributions**, and encourage participation by Native American groups in developing such programs.

### Sand and Gravel

Goal 2: To promote **natural resource and agricultural production** in accordance with sensitive environmental management practices.

Policy 7: Reserve all areas designated on the General Plan Map as Sand and Gravel Harvesting exclusively for the **production** of this resource.

Program 7.1: Ensure that **Sand and Gravel Harvesting** areas are reclaimed and reused according to the Specific Plan for the Livermore-Amador Valley Quarry Area Reclamation.<sup>4</sup>

Program 7.2: Design developments adjacent to sand and gravel harvesting areas to include a protective **buffer zone**, similar to that on the east side of Martin Avenue, particularly north of Busch Road and along the Stoneridge Drive Specific Plan Area.

Program 7.3: Incorporate **waterfowl habitat** into planning for future quarry land reclamation.

### Agriculture

Policy 8: Reserve all areas designated on the General Plan Map as **Agriculture and Grazing** for the protection of this resource.

Program 8.1: Discourage the development of **agricultural lands** indicated on the General Plan Map through the use of Williamson Act Contracts (where applicable) and agricultural zoning.

Program 8.2: Discourage the conversion of existing **viticulture** areas to non-viticultural uses.

Program 8.3: Foster land management practices to discourage **soil erosion** on agricultural lands.

Program 8.4: Protect agricultural activities through the City **Right-to-Farm Ordinance**, and by creating buffer areas between agricultural and urban land to reduce potential use conflict.

Program 8.5: Investigate existing **incentive programs** and develop new ones that encourage property owners to cooperate in the preservation and restoration of wildlife habitat on Agriculture and Grazing lands.

### Water Quality

Goal 3: To ensure a high level of **water quality** and quantity at a reasonable cost, and to improve water quality through production and conservation practices which do not negatively impact the environment.

Policy 9: Protect the **quality** and quantity of surface water and groundwater in the Planning Area.

Program 9.1: Do not utilize water **reclamation techniques** which could adversely affect or have potentially negative impacts on drinking water quality, surface waters, or groundwater resources.

Program 9.2: Work with Zone 7 to **monitor water quality** levels and test for pollution of arroyos and aquifers.

Program 9.3: Work with business parks to install water quality **monitoring wells**.

Program 9.4: Do not permit projects which use **toxic chemicals**, such as herbicides, in water recharge areas, such as adjacent to arroyos.

Program 9.5: Investigate cost-effective **sewage treatment methods** which utilize reclaimed wastewater for productive use and which protect the quality of the groundwater supply.

Program 9.6: Retain all remaining **water recharge areas** as permanent open space accessible to the public to the extent compatible with the goal of maintaining water quality.

Program 9.7: Support the policies and programs contained in the **Water Quality Control Plan** for the San Francisco Bay Basin to the extent they are consistent with the City's policies for water quality.

Program 9.8: Protect **watershed lands** in Southern Pleasanton south of Castlewood Drive for purposes of water quality, flood control, and biological diversity.

Policy 10: Promote the **conservation** of water resources.

Program 10.1: Prohibit water production policies and practices which would deplete groundwater resources below existing **sustainable levels**.

Program 10.2: Foster water **conservation practices** which do not allow depletion of groundwater and surface water resources to the extent that they cannot be replaced within the same "water season."

Program 10.3: Foster **water production and procurement** practices which do not negatively impact the environment.

Program 10.4: Investigate innovative and more efficient ways to **recharge aquifers** and other groundwater resources.

Program 10.5: Investigate innovative methods to encourage citizens and businesses to install **water conservation** devices through rebates, trade-ins, and other incentive programs.

Program 10.6: Investigate innovative methods to encourage citizens and businesses to utilize **drought-tolerant/low water-use landscaping** through rebates and other incentive programs.

Program 10.7: Require new residences to be equipped with **water conservation devices**.

Program 10.8: Encourage the use of **native/drought-tolerant landscaping** in all publicly-maintained areas, including parks, street medians, civic areas, etc.

Program 10.9: Utilize **water reclamation** techniques for the purpose of water conservation rather than as a new source of water which must be used to sustain new and existing development.

## Parks and Recreation

Goal 4: To achieve a **complete park and recreation system** featuring a wide variety of opportunities to serve the public need.

Policy 11: Provide sufficient parkland and recreation opportunities to accommodate existing and **future needs** of residents, workers, and visitors.

Program 11.1: Acquire all **park lands** shown on the General Plan Map and retain them for permanent public open space through the City's Park Dedication Ordinance and other means.

Program 11.2: Encourage developers to dedicate public **park acreage** in areas designated for park use on the General Plan Map rather than contribute in lieu fees.

Program 11.3: Disperse **neighborhood and community parks** throughout the City and combine them with areas of natural, scenic, or cultural resources.

Program 11.4: Provide a wide variety of active and passive **recreational facilities** to accommodate the needs of a diverse community. Conduct periodic public surveys to ascertain the park needs of the community.

Program 11.5: Develop neighborhood, community, and regional parks in accordance with the guidelines and recommendations contained in the **Municipal Facilities Master Plan**.

Program 11.6: Provide **lighted facilities** in appropriate community parks to accommodate the community's nighttime recreational needs.

Program 11.7: Provide community parks with **adequate parking** facilities to the greatest extent possible.

Program 11.8: Locate **neighborhood parks** within one-half mile of the residential area they serve. To the greatest extent possible, such parks should not be separated from the neighborhood they serve by major arterials, commercial centers, and topographical or other features which create a direct or perceived physical barrier to the park.

Program 11.9: Pursue opportunities for **joint use** of City and school recreational facilities including sports fields and gymnasiums. Utilize school parking lots as much as possible to avoid impacts on neighborhoods.

Program 11.10: Discourage charging **access fees** for use of City parks.

Program 11.11: Encourage the establishment of an **environmental learning center**, and investigate opportunities for jointly establishing a center with other agencies.

Program 11.12: Encourage the establishment of recreational opportunities for **business park employees** in conjunction with the development of business parks.



Program 11.13: Support **non-traditional sports** which serve the public need and investigate opportunities to provide facilities for them (non-traditional sports might include skateboarding, roller-blading, rock-climbing, racquetball, sports facilities for the disabled, etc.).

Program 11.14: Promote an "**Adopt-a-Park**" program which actively involves the community in the care of various parks and landscape areas.

Policy 12: Promote the development of bicycle, equestrian, and hiking **trails** throughout the Planning Area.

Program 12.1: Develop a system of **bicycle, equestrian, and hiking trails** in accordance with Figure III-9 of the Circulation Element.

Program 12.2: Promote the connection of public places through the extension of **bike and pedestrian trails**.

Program 12.3: **Light** only those trails in natural areas which provide a reasonable alternative to transportation, or important links, between residential areas, parks, and commercial centers, as long as such lighting does not intrude upon environmentally sensitive areas or impact other sensitive receptors.

Program 12.4: Eliminate at-grade **trail crossings** of railroad tracks and major arterials through the use of underpasses or overpasses where feasible.

Program 12.5: Encourage developers to dedicate **public access easements** in private open space areas to facilitate the system of trails in Pleasanton shown on Figure III-9 of the Circulation Element.

## Health and Safety Hazards

Goal 5: To minimize **health and safety** hazards.

Policy 13: Protect the **health and safety** of the community by excluding development in hazardous or environmentally sensitive areas.

Program 13.1: Land containing **no slope of less than 25 percent** should be limited to one single-family home per existing lot of record.

Program 13.2: Restrict construction in **earthquake fault zones** according to criteria established in the Public Safety Element.

Program 13.3: Restrict construction in **floodways and floodplains** as described in the Public Safety Element.

## Energy Conservation

Goal 6: Promote the use of **energy conservation** measures.

Policy 14: Require all structures to meet **energy conservation requirements** stipulated in the State Uniform Building Code.

Program 14.1: Encourage development applications which utilize **energy conservation measures** and designs including site orientation, building design and materials, landscaping, and solar access.

Program 14.2: **Private restrictions** which are subject to approval by the City (such as Conditions, Covenants, and Restrictions, etc.) should not prohibit solar collecting facilities or other energy conservation measures.

Program 14.3: Investigate **incentive programs** which encourage the use of energy conservation through rebates, retro-fitting, etc.

Program 14.4: Encourage energy conservation through **public education**.

## FOOTNOTES

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- <sup>1</sup> City of Pleasanton, Heritage Tree Ordinance No. 1653, April 4, 1995.
- <sup>2</sup> U.S. Soil Conservation Service, Soil Survey for Alameda County, California, 1966; Estimated Engineering Index Properties, August 1984; Soil Characteristics Affecting Urban Development, August 1984.
- <sup>3</sup> California Division of Mines and Geology, Regionally Significant Construction Aggregate Resource Areas in the South San Francisco Bay Region, September 1985.
- <sup>4</sup> Alameda County, Specific Plan for Livermore-Amador Valley Quarry Area Reclamation, November 1981.
- <sup>5</sup> East Bay Regional Park District, Master Plan - 1980, 1980.
- <sup>6</sup> POD, Inc., Scenic Highway Plan for Interstate 680 in the City of Pleasanton, January 1985.
- <sup>7</sup> Alameda County, Specific Plan for Livermore-Amador Valley Quarry Area Reclamation, November 1981.
- <sup>8</sup> Pleasanton Historic Advisory Committee, Preserving Pleasanton's Heritage, June 1978.
- <sup>9</sup> City of Pleasanton, Park Dedication Ordinance No. 439, as amended.

**TABLE VII-1**  
**ANIMALS AND PLANTS**  
**(Wildlife Species Occurring in Planning Area) (1)**

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Birds

blackbird, Brewer's	heron, black-crowned night	robin, American
blackbird, red-winged	heron, great blue	shrike, loggerhead
blackbird, tri-colored	heron, green-backed	sparrow, house
bushtit, common	hummingbird, Anna's	sparrow, Savannah
coot, American	jay, scrub	sparrow, song
cormorant, double-crested	kestrel, American	starling, European
cowbird, brown-headed	killdeer	swallow, barn
curlew, long-billed	kingbird, western	swallow, cliff
dove, mourning	kingfisher, belted	swallow,
dove, rock	kite, black-shouldered	northern rough-winged
dunlin	mallard	swallow, tree
eagle, golden	meadowlark, western	tern, Caspian
egret, great	mockingbird, northern	tern, Forster's
finch, house	moorhen, common	thrasher, California
flicker, northern	oriole, northern	titmouse, plain
flycatcher, ash-throated	osprey	towhee, California
flycatcher, Pacific-slope	owl, barn	towhee, rufous-sided
goldfinch, American	owl, burrowing	vulture, turkey
grebe, pied-billed	owl, great-horned	woodpecker, acorn
harrier, northern	pewee, western wood	woodpecker, downy
hawk, Cooper's	pheasant, ring-necked	woodpecker, Nuttall's
hawk, red-shouldered	phoebe, black	wren, Bewick's
hawk, red-tailed	phoebe, Say's	wren, house
hawk, sharp-shinned	quail, California	wrentit

Reptiles

lizard, western fence	snake, gopher
lizard, southern alligator	snake, long-nosed
snake, Alameda whip-	snake, sharp-tailed
snake, common king	turtle, western pond

Mammals

antelope, pronghorn	fox, gray	pig, wild
badger	fox, red	pipistrelle, western
bobcat	gopher	rabbit
cat, ring-tail	lion, mountain	raccoon
chipmunk	mole	rat, black
coyote	mouse, deer	shrew
deer, black-tailed	muskrat	skunk, striped
desert cottontail	myotis	squirrel
elk, tule	opossum	weasel

Amphibians

bullfrog
frog, California red-legged
frog, foothill yellow-legged
frog, Pacific chorus
salamander, California tiger

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(1) *General Plan Environmental Impact Report.*

Sources: *City of Pleasanton, The Pleasanton Plan, September 1986.*  
*Sycamore Environmental Consultants, Inc., December 1995.*

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TABLE VII-1 (Cont.)

**ANIMALS AND PLANTS**  
**(Plant Species Occurring in Planning Area) (1)**

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amaranth	CA poppy	gold-back fern	purple needle grass
annual beard grass	CA rose	gumplant	rapeseed
arrowscale	CA sage brush	hazelnut	red willow
arroyo willow	CA sycamore	heliotrope	redberry
baltic rush	canary grass	himalayan blackberry	rushes
barley	cardoon	horseweed	Russian thistle
barnyard grass	cattails	iberian thistle	saltbush
bigleaf maple	chamise	italian rye	sand-spurrey
black cottonwood	chickweed	italian thistle	San Joaquin saltbrush
black locust	clarkia	jimson weed	sedge
black mustard	coast live oak	Johnsongrass	Shepherd's purse
black oak	coastal live oak	Kentucky bluegrass	slender wild oats
blue dicks	cocklebur	larkspur	sneezeweed
blue oak	coffee berry	lupine	snowberry
blue wild rye	coffee fern	maidenhair fern	sourclover
blue-eyed grass	columbine	maple	tarweeds
box elder	common sunflower	mariposa lilies	thimbleberry
bracken fern	congdan's tarplant	maul oak	thistle
bromes	coyote brush	mayweed	toyon
buckwheat, Diablo	creeping wild rye	Mexican elderberry	tree tobacco
bull thistle	cudweed	milk thistle	trefoil (birdsfoot)
bulrushes	curly dock	milkmaids	tule
bur-chervil	cutleaf water parsnip	mistletoe	tumbleweed
bush monkey flower	diablo helianthella	mugwort	valley oak
CA bay	dwarf nettle	mulefat	wallflower
CA buckeye	false mallow	mustard	watercress
CA buttercup	fennel	needlegrass	white alder
CA button willow	fiddleneck	nightshade	white clover
CA coffeeberry	filaree	nitgrass	wild pea
CA fescue	foxtail	Northern CA black walnut	wild radish
CA fuschia	foxtail fescue	oat grass	wild rye
CA gooseberry	fremont cottonwood	paint brush	willow dock
CA grape	fuchsia	peppergrass	yarrow
CA laurel	Fuller's teasel	pigweed	yellow star thistle
CA lilac	giant reed	poison hemlock	yerba buena
CA polypody	goat grass	poison oak	

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(1) General Plan Environmental Impact Report.

Sources: City of Pleasanton, *The Pleasanton Plan*, September 1986.  
 Sycamore Environmental Consultants, Inc., December 1995.

TABLE VII-2  
HISTORIC BUILDINGS

<u>Map #</u>	<u>Building Name</u>	<u>Address</u>	<u>Year Built</u>	<u>Special Significance</u>
1	Bernal Adobe	1780 Foothill Rd.	1850	Home of Augustin Bernal, one of the largest land grant holders.
2	Alviso Adobe	3465 Old Foothill Rd.	1844	Oldest adobe; first school site in Murray Township.
3	Kottinger Barn	200 Ray St.	1852	Constructed of adobe brick; used as a jail.
4	Pleasanton Hotel	855 Main St.	1864	Destroyed by fire twice; rebuilt in 1915 to appear as it did in 1898.
5	Kolln Hardware	600 Main St.	1890	This building has been a general hardware store since 1905.
6	Johnston Building	465 Main St.	1896	Built as saddlery shop; notable feature is cutstone parapet.
7	Wenig's Meat Market	62 Neal St.	c. 1880	Representative of family-run market with living quarters upstairs.
8	Cheese Factory	830 Main St.	1917	Widespread reputation throughout California.
9	Veterans Memorial Building	301 Main St.	1932	Memorial to American Veterans; elaborately decorated portal.
10	The Old Church	100 Neal St.	1876	Colonial Revival architectural character expresses expert craftsmanship.
11	Historical Museum	603 Main St.	1914	Has housed City Hall, Police Department, Council Chambers, and Library.
12	1st National Bank Building	700 Main St.	1910	Second locally owned and operated bank.
13	Arendt Building	500 Main St.	1913	Bank of America was first tenant; Neo-Classical style inspired by 1893 World Fair.
14	450 Main		1893	Site of Pleasanton's first mercantile store; recently restored.
15	Southern Pacific Depot	30 West Neal St.	1901	This Stick Style structure is representative of the railroad era.
16	Joshua Neal Home	431 Neal St.	c. 1866	Oldest home in Pleasanton; fine example of vernacular architecture.
17	Benedict Home	303 Neal St.	1890	Built of redwood using square nails; one of Pleasanton's finest old residences.
18	Jerome Arendt Home	625 Main St.	c. 1890	Has been converted to restaurant without destroying its architectural integrity or its landscaped setting, once typical of other impressive homes on Main Street.
19	Charles Bruce Home	4672 Second St.	1920	Built by Charles Bruce, Pleasanton's well-known architect.
20	Joseph Arendt Home	4397 Second St.	c. 1890	Fine example of historical details which are rare today.
21	Century House	2401 Santa Rita Rd.	1870	This site was originally a hunting retreat as well as an archaeological site containing Yokut Indian remains.

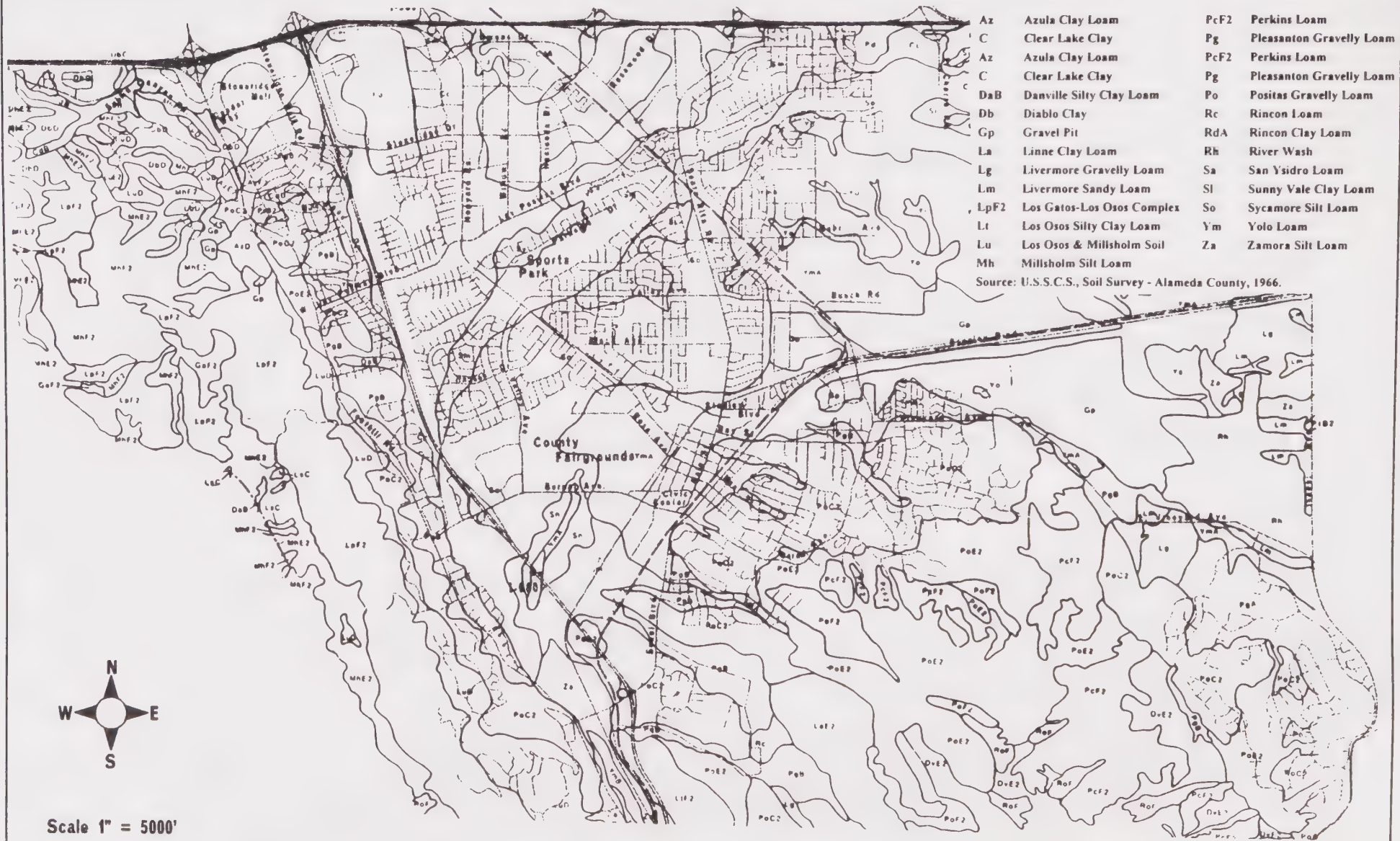
For further historical and architectural information, please refer to Preserving Pleasanton's Heritage, Historic Advisory Committee, June, 1978, or contact the Amador-Livermore Valley Historical Society, 603 Main Street, Pleasanton, CA 94566.

**TABLE VII-3**  
**PARK STANDARDS**

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<u>Type</u>	<u>Area/Population Served</u>	<u>Acres</u>	<u>Typical Facilities</u>
Neighborhood	1/2 mile radius	4-10	Casual playfields, youth play area, casual picnic area, basketball courts, backstop, benches
Community	City-wide	10-250	Formal sports fields, restrooms, youth play areas, casual and group picnic area, parking lot; and one or more of the following: <ul style="list-style-type: none"> <li>* Swimming complex</li> <li>* Cultural arts complex</li> <li>* Community center</li> <li>* Heritage building</li> <li>* Gymnasium</li> <li>* Nature center</li> <li>* Day camp area</li> <li>* Interpretive center</li> </ul>





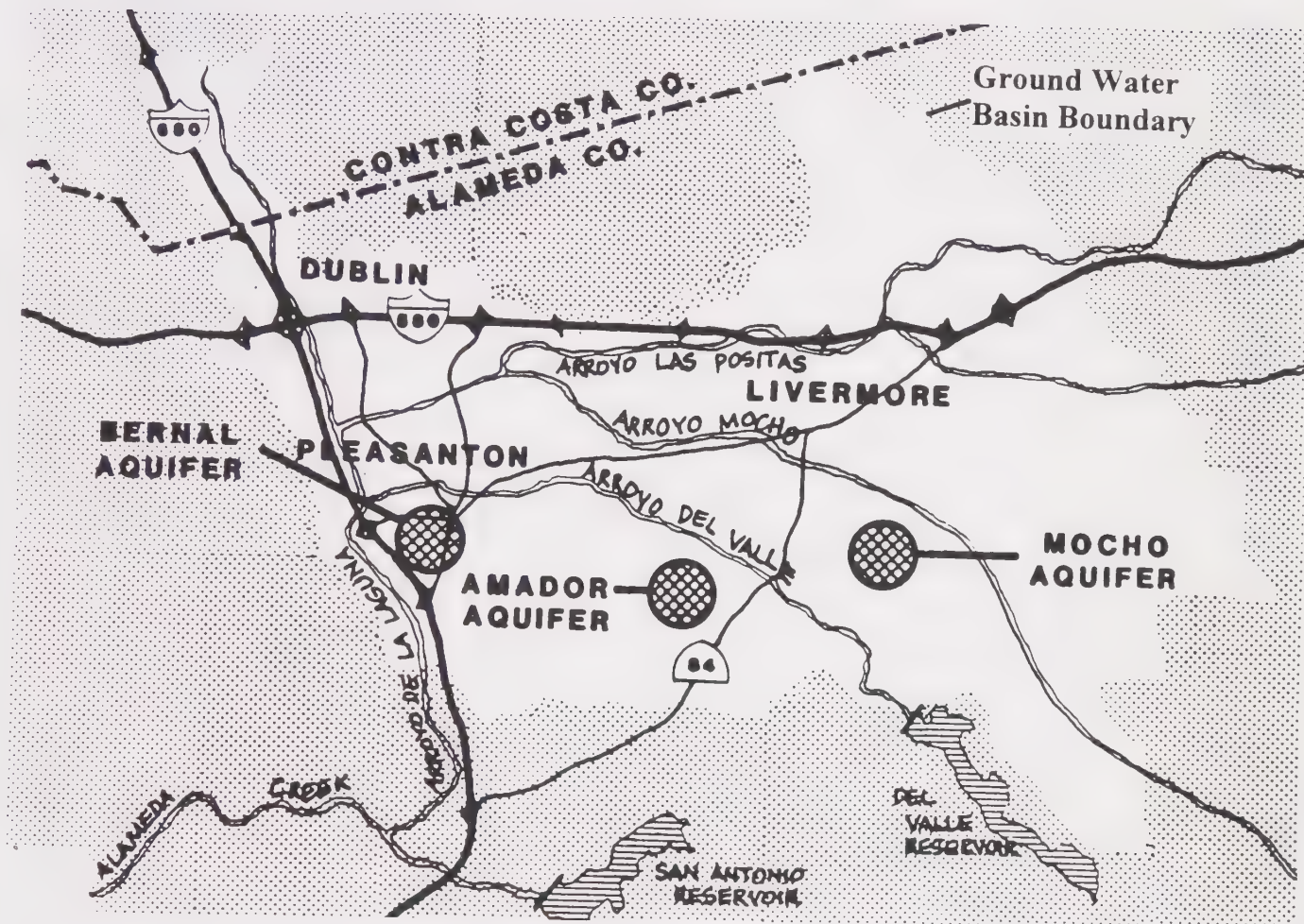
Note: Large scale detailed maps are available for review at City Hall.

# THE PLEASANTON PLAN

## Figure VII-1 Soil Survey







Ground Water Basin Boundary

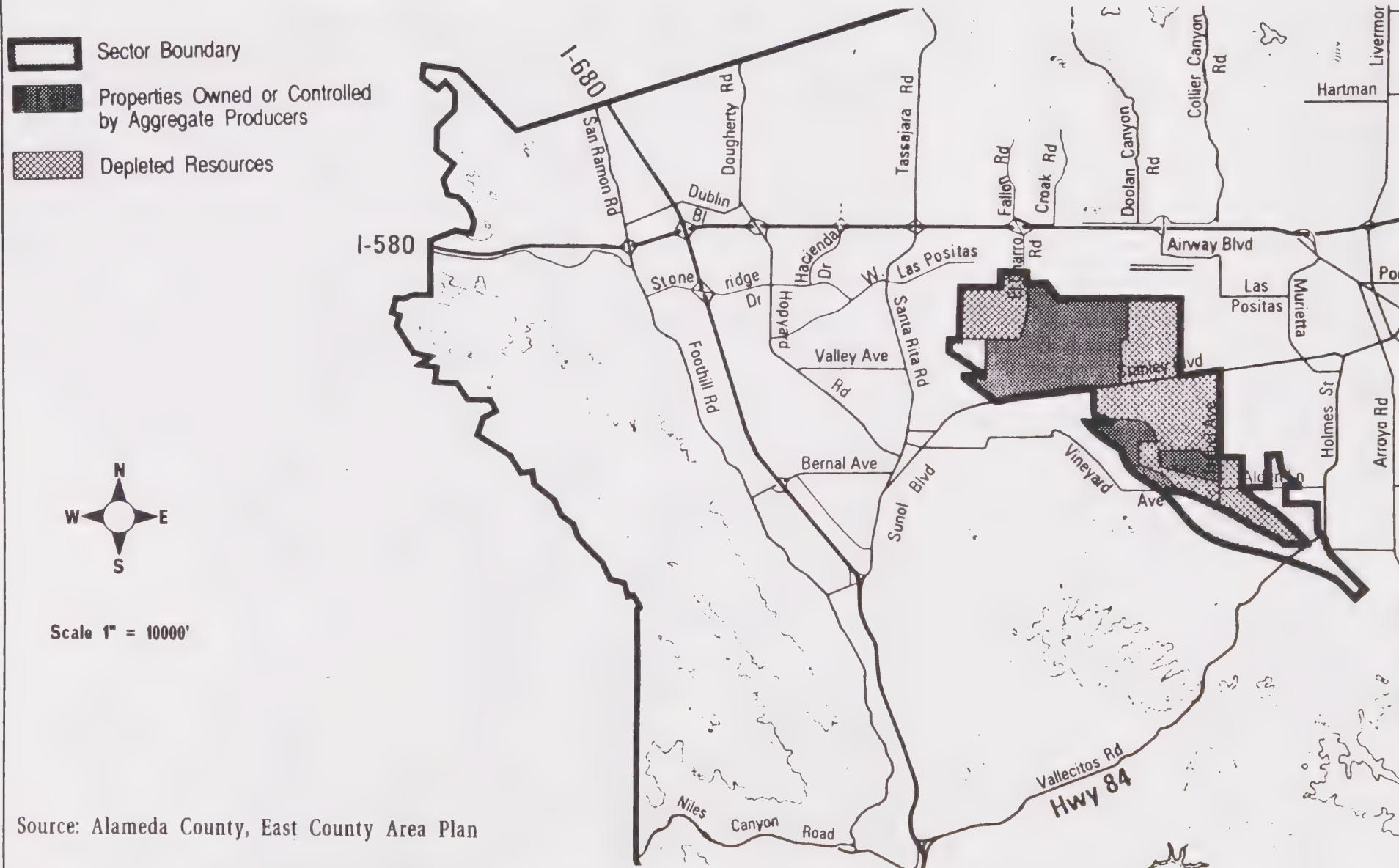


Scale 1" = 16000'

# THE PLEASANTON PLAN

Figure VII-2  
Water Resources





# THE PLEASANTON PLAN

Figure VII-3  
Aggregate Resource Areas





See Table VII-2 for names  
of Historic Buildings

# THE PLEASANTON PLAN

**Figure VII-4**  
**Historic Buildings**







THE PLEASANTON GENERAL PLAN

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VIII. NOISE ELEMENT





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## VIII. NOISE ELEMENT

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### PURPOSE

The purpose of the Noise Element is to protect the health and welfare of the community by promoting community development which is compatible with acceptable noise standards.

### NOISE

#### Fundamental Concepts of Environmental Noise

---

Understanding **environmental noise** requires a familiarity with the physical description of noise and the way humans react to different noises. The important physical characteristics of environmental noise include frequency, intensity, and temporal (time-varying) behavior.<sup>1</sup> The effects of noise on people can be grouped in three general categories: subjective effects, interference with activities, and physiological effects.

Airborne sound is a rapid fluctuation of air pressure above and below atmospheric pressure caused by a vibrating object. It is received by the ear and perceived by the brain as sound. Noise is defined as unwanted or undesired sound. The sound of a train may be music to the engineer, but noise to a person living next to the tracks.

The following definitions summarize the physical characteristics of environmental noise.

The **frequency**, or pitch, of sound refers to the number of complete pressure fluctuations,

or cycles, per second called Hertz (Hz). Most sounds consist of a broad band of frequencies which are audible to the human ear within a range of 20 Hz to 20,000 Hz.

The **intensity**, or loudness, of a sound is the amount of sound pressure which the human ear feels above and below atmospheric pressure. Intensity is measured on a logarithmic scale called the decibel (dB) which ranges from 0 dB, the threshold of human hearing, to 140 dB, the threshold of pain. A 3 dB change in noise level is barely detectable to the human ear, a 5 dB change is readily noticeable, and a 10 dB change is perceived as a doubling (or halving) of loudness.

**A-weighted** sound levels correlate with the way the human ear "hears" sound and compensates, using a weighting of frequencies, for the fact that human hearing is less sensitive at low frequencies and extreme high frequencies than in the mid-frequency range. Unless otherwise noted, all sound levels referred to in this Noise Element are A-weighted sound levels, expressed in decibels as **dBA**.

The **time-varying character** of noise can be described using the following statistical descriptors: (1)  $L_{10}$  represents that noise level which is exceeded ten percent of the time and is considered a good measure of the maximum noise averaged over a given period; (2)  $L_{50}$  represents the median noise level; (3)  $L_{90}$  is used to describe background noise levels; (4)  $L_{eq}$  is a good overall description of average

noise which can be used to describe any time period but is particularly useful in describing the change in noise level of a single activity, for example, traffic volumes; and (5)  $L_{dn}$  accounts for the difference in response of people to daytime and nighttime noises by weighting noise levels generated during the nighttime when background noise is generally less and people are more sensitive to noise events. Each nighttime noise event is multiplied by a factor of ten, which is approximately equal to a doubling in perceived loudness, to compensate for people's increased sensitivity during nighttime hours. The  $L_{dn}$  is used to evaluate the noise exposure in Pleasanton.

### **Human Response to Noise**

---

The **effects of noise** on people include subjective effects, such as annoyance and nuisance; interference with activities, such as speech and sleep; and physiological effects, such as startle and hearing loss.<sup>2,3</sup> In any typical noise environment, about ten percent of the population will object to any noise not of their own making, and 25 percent will not react or complain at all, regardless of the level of noise being generated. Noise control measures, then, are most beneficial to the remaining 65 percent of the population who are neither ultrasensitive nor insensitive to noise. Negative reaction to noise generally increases with the increase in difference between background, or ambient, noise and the noise generated from a particular source such as traffic or railroad operations. In most situations, noise control measures need to reduce noise by 5 to 10 dBA in order to effectively reduce **complaints**.

People generally have the ability to distinguish one sound from a background of sounds, such as a telephone ringing over music. However,

certain noise levels can render a sound inaudible, for example, when nearby trucks block conversation. Face to face conversation usually can proceed against a **background noise level** of up to 66 dBA, group conversations up to 50 or 60 dBA, and public meetings up to 45 or 55 dBA, without interruption.

**Sleep interference** is more difficult to quantify although studies have shown that progressively deeper levels of sleep require louder noise levels to cause a disturbance. Learning and job performance begins to be impaired with noise levels of 90 dBA, and greater although high frequency or irregular bursts of noise may cause interruption at lower levels. The California Office of Noise Control (ONC) recommends that individual events within sleeping areas should not exceed 50 dB in residential areas exposed to noise levels at 60  $L_{dn}$  and greater. The City has adopted a **Noise Ordinance** which regulates the amount of noise which can be produced in residential and commercial areas and during which hours of the day in order to avoid sleep interference.

Environmental noise, in almost every case, produces effects which are subjective in nature or involve interference with human activity. However, brief sounds at levels exceeding 70 dBA can produce temporary physiological effects such as constriction of blood vessels, changes in breathing, and dilation of the pupils. Steady noises of 90 dBA have been shown to increase muscle tension and adversely affect simple decision-making. Long-term exposure to levels exceeding 70 dBA can cause hearing loss.<sup>4</sup>



## EXISTING NOISE LEVELS

The major source of noise in Pleasanton is **vehicular traffic** including automobiles, trucks, buses, and motorcycles. The level of vehicular noise generally varies according to the volume of traffic, the percent of trucks, the speed of traffic, and distance from the source. Noise generated by vehicular traffic is greatest along I-580, I-680, Hopyard Road, Santa Rita Road, Stanley Boulevard, Sunol Boulevard, and Valley Avenue. The City conducts a biannual noise measurement survey to monitor noise level changes in Pleasanton. Figure VIII-1 shows the locations measured in 1995 and Table VIII-1 shows the results of the measurement. Figure VIII-2 shows those areas currently exposed to noise levels in excess of the "normally acceptable" residential 60  $L_{dn}$  level.

The installation of **sound walls** between residences and City arterials has reduced noise to acceptable levels in most locations. The location of existing sound walls is shown in Figure VIII-2. Some individual homes within residential areas shown as 60  $L_{dn}$  and greater may, in fact, have acceptable noise levels because of the noise reduction buffering effect of other homes which are located between those homes and nearby roadways. The noise exposure areas shown in Figure VIII-2 only take into account the screening afforded by soundwalls.

Noise is also generated by **railroad operations**. Individual noise events generated by trains reach 90 dBA at 100 feet from the train, although the noise is of relatively short duration. Current rail operations average 12 trains per day. The  $L_{dn}$  is 60 dB at a distance of 190 feet from the tracks. The undercrossings at Bernal and Valley Avenues at the Union Pacific tracks and the elimination

of activity on the Southern Pacific tracks have significantly reduced train noise in Pleasanton.

Aircraft flying into and out of the **Livermore Airport** can also generate annoying individual noise events. However, the Airport is located far enough from Pleasanton so that average noise levels within the Planning Area are relatively low, as shown in Figure VIII-2.

Noise generated by **industrial operations** in Pleasanton is limited primarily to the sand and gravel quarry areas. As shown on the General Plan Map, these sites are located at the eastern portion of the Planning Area and separated from residential neighborhoods. Gravel crushers and quarrying equipment can cause noise levels of 60  $L_{dn}$  and greater at distances within 1,500 feet. The closest residential areas to the gravel plants on Stanley Boulevard are the mobile homes on Vineyard Avenue which are about 1,200 feet away. These homes are also exposed to 60  $L_{dn}$  noise levels from traffic on Stanley Boulevard which somewhat masks the noise from the gravel plants. In the future, new residential projects should be located at sufficient distances from sand and gravel operations to be protected from this noise source.

## FUTURE NOISE LEVELS

### Traffic Noise

---

**Future noise levels** were projected using traffic volumes generated at buildout of the General Plan. Please refer to the **Circulation Element** for a complete discussion of future traffic levels. In general, noise levels are projected to increase to varying degrees. A 3 dB increase in traffic noise levels is considered to be barely noticeable by most individuals. An increase of over 3 dB is

considered significant. Figure VIII-3 shows the streets where increases of 3 dB or more are expected.

Table VIII-2 shows the distance to the future 60, 65, 70, and 75  $L_{dn}$  **noise contours** along the highways and major streets in Pleasanton. The distances in this table do not take into account shielding by sound walls, intervening rows of homes, terrain changes, etc. They represent worst-case noise levels along these streets and can be used for a basis in developing noise mitigation measures for proposed development projects. Figure VIII-4 shows the approximate locations of the General Plan buildout 60  $L_{dn}$  contour, which includes the noise reduction provided by soundwalls.

The proposed East/West Collector in the **North Sycamore Specific Plan** area is potentially a new roadway noise source in the City. When the roadway is planned, traffic projections will determine the location of the 60 contour along this street. Future residential development adjacent to the East/West Corridor will be planned and programmed accordingly.

### **Bay Area Rapid Transit**

---

The **Bay Area Rapid Transit (BART) District's** extension to Pleasanton on I-580 is a new noise source. However, the location of BART in the median of I-580 essentially renders it inaudible in Pleasanton. The sound of the trains is screened by traffic noise.

### **San Joaquin to San Jose Train Service**

---

Plans are currently being developed to run a demonstration train from San Joaquin County to San Jose, the **Altamont Pass Rail Demonstration Project**, which would use the

existing Union Pacific Lines through Pleasanton. This demonstration project would involve two trains in the morning and evening for a total of four trains per day. This would increase the  $L_{dn}$  along the train line by 1 dB, an insignificant amount. If this train service is popular and additional trains are added, it is possible that noise levels could increase by a noticeable amount.

### **Transportation Corridor**

---

Alameda County currently owns the former Southern Pacific Railroad right-of-way and has designated this land as a future transportation corridor. This corridor could be used for some sort of transit system in the future. The amount of noise associated with this use would depend on the number of **transit trips** and the **mode of transportation**. The use of the transportation corridor would introduce a new noise source along its periphery, and it is possible that additional sound walls would be required to shield existing noise sensitive development from noise emanating from the transportation corridor.

### **Ongoing Noise Problem Areas**

---

A problem which exists with no simple solution is noise mitigation for **existing neighborhoods** where soundwall installation is infeasible due to **front yard orientations**. This occurs along frontage roads adjoining major thoroughfares (e.g., Hopyard Road south of Valley Avenue, and Santa Rita Road south of Francisco Street) and along "parkway" streets (e.g., West Las Positas Boulevard in Fairlands, and Del Valle Parkway).<sup>5</sup> Relief for these neighborhoods will require creative solutions where feasible and attention to minimizing traffic increases so that front yard noise levels remain below 65 dBA  $L_{dn}$ , a level at which interior and rear



yard noise levels will still meet acceptable levels.

In addition to existing residential areas that are either being impacted presently, or will be in the future by vehicular traffic, there are existing homes which are currently being impacted by **aircraft and railroad noise**. The aircraft noise contour developed as part of the California Somerset project within the Stoneridge Drive Specific Plan area shows that mitigation measures may be desirable for a number of existing homes in the future.<sup>6</sup> In addition, railroad operations currently impact existing residential areas in the Downtown along the Union Pacific railroad tracks.

## MONITORING OF NOISE LEVELS IN PLEASANTON

The **assumptions** for future noise exposure are based on projections of traffic volumes, speed, and vehicle mix which may change in the future. As traffic projections are updated, these noise projections will be adjusted using a format which can be used in subsequent site specific noise studies.

**Periodic monitoring** should be undertaken by the City to evaluate projected noise levels in problem areas. Such spot-monitoring can verify noise projections and can measure the effectiveness of mitigation measures. Noise monitoring will also be used to test the effectiveness of individual project mitigation measures, such as earth berms and building insulation. The results of this monitoring will be useful in satisfying residents' concerns, in verifying noise contours, and in recommending effective mitigation measures in future projects.

## Noise Studies

---

**Site specific noise studies** will be required to determine the most effective noise attenuation measures in a particular location. The City maintains a list of acoustical consultants who are qualified to perform these technical studies. Studies should include a description of the methodology and assumptions used, an evaluation of the effectiveness of various noise attenuation measures, a recommendation of the most cost-effective measure, a program to test the effectiveness of the measure after it has been installed, and recommendations to revise study assumptions in the case of ineffective mitigations. The **aesthetic quality** of potential outdoor sound mitigation measures such as building setbacks, berms, soundwalls, etc., should also be carefully studied by the City at this time.

## Complaint System

---

A further check of the City's noise projection and monitoring procedures comes from the City's residents. **Residents' noise complaints** should be monitored and included, where feasible, in the City's periodic noise monitoring program. In this fashion, the subjective effects of noise which may not be detected by noise projections can be factored into the community noise environment and properly analyzed and understood.

## Noise Mitigations

---

**Noise mitigation measures** recommended by site specific studies include building orientation and setback requirements, earth berms, soundwalls, and noise insulation. Examples of sound walls can be seen along many arterials in Pleasanton including segments of Hopyard and Santa Rita Roads, Valley Avenue, and West Las Positas

Boulevard. Due to the potentially negative visual impacts created by sound walls, however, other alternatives should be explored first.

Most new buildings in Pleasanton include **construction materials** adequate to reduce interior noise by 15 to 20 dB below exterior levels. Special acoustical construction techniques can be added to new buildings or retrofitted to old buildings including roof and wall insulation, double pane windows, and ventilation systems. Site plan review of new building projects in Pleasanton includes consideration of topography, building orientation, and setbacks to reduce noise levels. All of these noise reduction measures should be considered in locations shown on Table VIII-2 as being within "conditionally acceptable" areas and should be tailored to individual site characteristics based on an acoustical report. The objective in these areas is to provide outdoor noise levels at or below 60  $L_{dn}$  where people can be expected to spend time.

## Noise Ordinance

---

Pleasanton also has adopted a **Noise Ordinance** which regulates the level of noise emanating from residential, commercial, and industrial properties.<sup>7</sup> The Ordinance is intended to discourage unusually noisy activities, but provides for permits in exceptional cases. The use and operation of skateboard ramps and power leaf blowers are also regulated.

## NOISE AND LAND USE COMPATIBILITY GUIDELINES

Land use compatibility guidelines are presented below which compare land use to

noise levels. The objective of these guidelines is to ensure an acceptable community noise environment. These guidelines should be used in conjunction with the future noise exposure levels in Table VIII-2 to identify projects or activities which may require special treatment to minimize noise exposure. Homes should not be allowed near a freeway, for example, unless mitigation measures can effectively reduce noise exposure.

Table VIII-3 contains guidelines which the City uses to evaluate the compatibility between land uses and future noise levels in Pleasanton. The guidelines should be used in conjunction with the noise exposure levels in Table VIII-2 which refer to the outdoor day/night average noise level ( $L_{dn}$ ) in general locations. A land use or project in the "normally acceptable" category will be acceptable within the noise levels indicated, in most cases, without special noise abatement measures. For example, a home of standard construction would be an acceptable use in any area of 60  $L_{dn}$  or less without special insulation, setback, or building design. The same house in an area projected for noise levels of 60 to 70  $L_{dn}$  should only be allowed following an acoustical study which recommends site specific noise attenuation measures such as double pane windows, setbacks, and/or construction of berms or sound walls.

The following considerations should be taken into account when using the Noise and Land Use Compatibility Guidelines:

- \* The goal for maximum outdoor noise levels in **residential areas** is an  $L_{dn}$  of 60 dB. This level is intended to guide the design and location of future development and a goal for the reduction of noise in existing development. However, 60  $L_{dn}$  is



a goal which cannot necessarily be reached in all residential areas within the realm of **economic or aesthetic feasibility**. This goal should generally be applied where outdoor use is a major consideration (e.g., backyards in single-family housing developments and recreation areas in multi-family housing projects). Front yards can generally tolerate an  $L_{dn}$  of up to 65 dB. If the front yard noise level is higher than this, then interior noise levels become a concern. The outdoor standard should not normally be applied to the small decks associated with apartments and condominiums due to the lack of use of these decks even in quiet areas.

- \* The **indoor noise level** as required by the State of California Noise Insulation Standards, must not exceed an  $L_{dn}$  of 45 dB in multi-family dwellings. While the State's indoor noise level does not apply to single-family homes, this indoor criterion should also be considered the maximum acceptable indoor noise level for single-family homes. As discussed above, the outdoor noise standard for single-family homes will result in at least an indoor single-family  $L_{dn}$  noise level of 45 dB because of the noise insulation afforded by typical residential construction.
- \* If the noise source is a **railroad**, then the outdoor noise exposure criterion should be 70  $L_{dn}$  for future development. It may not be feasible to reduce noise to 70  $L_{dn}$  in existing residential areas adjacent to railroads. This is because train noise is usually characterized by relatively few loud events. Even though the outdoor  $L_{dn}$  may be high, during the majority of the time the noise level will be acceptable for speech communication, and people would not be highly annoyed.
- \* **Interior noise levels** in both single-family and multi-family residential units exposed to railroad noise should be limited to a maximum instantaneous noise level in the bedrooms of 50 dBA. Maximum instantaneous noise levels in other rooms should not exceed 55 dBA. The requirement to reduce railroad noise indoors should be implemented if there are more than four train passbys between 7:00 A.M. and 10:00 P.M. or any trains between 10:00 P.M. and 7:00 A.M. This minimal amount of train operation is sufficient to generate outdoor noise levels of at least 70  $L_{dn}$ .
- \* If the noise source is **aircraft**, people will generally be annoyed at a lower average sound level than for the other transportation sources. Studies have shown that aircraft noise at a given  $L_{dn}$  is more annoying than traffic noise at the same  $L_{dn}$ . Residential developments should be strongly discouraged where the exterior  $L_{dn}$  exceeds 55 dB due to aircraft. If residential uses are allowed in areas where the  $L_{dn}$  exceeds 55 dB, then interior noise levels should be controlled so that maximum noise levels do not exceed 50 dBA in bedrooms or 55 dBA in other rooms. Residential construction should not be allowed in areas where the  $L_{dn}$  exceeds 65 dB from aircraft.
- \* Appropriate interior noise levels in **commercial, industrial, and office buildings** are a function of the use of space. For example, the noise level in private offices should generally be quieter than for data processing rooms. Interior noise levels in offices generally should be maintained at 45  $L_{eq}$  or less. Acoustical designs to achieve this level should be demonstrated by the project sponsor insufficient detail to satisfy City staff and OSHA requirements.

- \* These guidelines are not intended to be applied reciprocally. In other words, if an area is currently below the desired noise standard, an increase in noise up to the **maximum** should not necessarily be allowed. The impact of a proposed project on an existing land use should be evaluated in terms of the potential for adverse community response, based on a significant increase in existing noise levels, regardless of the compatibility guidelines.

### **Noise Goals, Policies, and Programs**

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The following goals, policies, and programs, in addition to those contained in other Elements, constitute an action program to implement the objectives described in this Element.



## VIII. NOISE GOALS, POLICIES, AND PROGRAMS

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Goal 1: To reduce noise to acceptable levels throughout the community.

Policy 1: Require **new projects** to meet acceptable exterior noise level standards.

Program 1.1: Use the "normally acceptable" noise levels for new land uses as established in the "**Noise and Land Use Compatibility Guidelines**" contained in Table VIII-3, including the descriptions in the text.

Program 1.2: Use **noise guidelines and contours** to determine the need for noise studies and require new developments to construct or pay for noise attenuation features as a condition of approving new projects.

Program 1.3: Require **noise studies** for future projects to use a consistent format, to analyze alternative mitigations, and to evaluate the effectiveness of the mitigations following their implementation.

Policy 2: Reduce outdoor noise levels in existing **residential areas** where economically and aesthetically feasible.

Program 2.1: Encourage the use of greater setbacks and landscaped earth berms to reduce noise levels. The use of **soundwalls** should only be used where other mitigation measures are not feasible and should be only used in conjunction with attractive landscaping.

Program 2.2: Project and monitor noise levels using traffic projections and **periodic noise monitoring**.

Program 2.3: Verify projected noise levels with noise monitors at locations adjacent to residential and other noise sensitive areas where **traffic volumes** increase by more than 50 percent from baseline noise data.

Policy 3: Ensure that noise does not exceed **interior noise levels** of 45  $L_{dn}$  for residential uses and those levels specified in noise studies for other uses.

Program 3.1: Require new developments to pay their fair share of **mitigation measures** necessary to reduce interior noise levels within adjacent or impacted land uses.

Policy 4: Control noise at its **source** to maintain existing noise levels, and in no case to exceed acceptable noise levels as established in the Noise and Land Use Compatibility Guidelines.

Program 4.1: Enforce the **noise emission standards** for various noise emitting land uses established in the City's Noise Ordinance.

Program 4.2: Aggressively enforce the **noise emissions standards** for all vehicles.

Program 4.3: Explore **vehicular speed limit reductions** on streets in noise-impacted areas.

Policy 5: Protect schools, hospitals, libraries, religious facilities, convalescent homes, and other **noise-sensitive uses** from noise levels exceeding those allowed in residential areas.

Program 5.1: Locate **noise-sensitive uses** away from noise sources unless mitigation measures are included in development plans.

Policy 6: Limit **truck traffic** in residential and commercial areas to designated truck routes.

Program 6.1: Limit construction, delivery, and through truck traffic to **designated routes**.

Program 6.2: Distribute maps of **approved truck routes** to City traffic officers.

Policy 7: Design City **streets** to reduce noise levels in adjacent areas.

Program 7.1: Require earth berms, setbacks, sound walls, and other **noise reduction techniques** as conditions of development approval. Sound walls should be used only in cases where other techniques are not feasible.

Program 7.2: Attempt to maintain **local and collector streets** at 6000-9000 ADT or less to ensure acceptable noise levels within adjacent residences.

Policy 8: Encourage **other agencies** to reduce noise levels generated by roadways, railways, airports, rapid transit, and other facilities.

Program 8.1: Work with the County Airport Land Use Commission, State Office of Noise Control, and **other agencies** to reduce noise generated from sources outside the City's jurisdiction.

Program 8.2: **Update aircraft noise** projections as operations at the Livermore Municipal Airport change.

## FOOTNOTES

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- <sup>1</sup> A more detailed discussion of noise can be found in Charles M. Salter Associates, Supplemental Information for the 1986 Noise Element of the Pleasanton Plan, December 1985.
- <sup>2</sup> A summary description of noise effects is contained in U.S. Federal Aviation Administration, Impact of Noise on People, May 1977; and U.S. Environmental Protection Agency, Noise Effects Handbook, 1981.
- <sup>3</sup> A popular summary of health effects is contained in U.S. Environmental Protection Agency, Noise: A Health Problem, August 1978.
- <sup>4</sup> A good overall discussion with useful references is U.S. Environmental Protection Agency, Information on Levels of Environmental Noise Requisite to Protect Public Health and Welfare with an Adequate Margin of Safety, March 1974.
- <sup>5</sup> City of Pleasanton, Growth Management Report, 1994.
- <sup>6</sup> Charles M. Salter, Livermore Airport Noise Impacts, 1994.
- <sup>7</sup> City of Pleasanton, Chapter 9.04 of the Pleasanton Municipal Code, November 1989.

TABLE VIII-1

## 1995 NOISE MONITORING LOCATIONS

Site	Location	dB
1	South side of Bernal Ave. just west of Puerto Vallarta; in tree 7 ft. above ground; 50 ft. from centerline of Bernal Ave.	68
2	Front yard of 1114 Hearst Ave.; in tree 6 ft. above ground; 60 ft. from centerline of Hearst Ave.	54
3	Front yard of 3469 Touriga Dr.; on post 7 ft. above rdwy.; 51 ft. from centerline of Touriga Dr.	57
4	South side of First St. just west of Arroyo Del Valle Bridge; in tree 10 ft. above ground (5 ft. above First St.); 30 ft. from centerline of First St.	69
5	West side of Bernal Ave. north of Kottinger; on light pole 10 ft. above ground; 30 ft. from center of median.	69
6	Front yard of 4593 Del Valley Pkwy.; on corner support post 5 ft. above ground; 75 ft. from centerline of Del Valle Pkwy.	58
7	East side of Hopyard Rd. just north of Golden Rd.; in olive tree 8 ft. above ground; 60 ft. from centerline of Hopyard Rd.	65
8	Rear yard of 4429 Clovewood Ln.; on fence post 6 ft. above ground; 43 ft. from soundwall.	63
9	Rear yard of 3868 Hot Springs; on deck lattice 7 ft. above ground; about 100 ft. from soundwall.	66
10	North side of Bernal Ave. at Fairgrounds Gate Five; monitor in tree 12 ft. above ground; 45 ft. to center of median.	74
11	Front yard of 4250 Muirwood Dr.; monitor in tree 10 ft. above ground; 36 ft. to centerline of Muirwood Dr. and 60 ft. to centerline of W. Las Positas.	67
12	Rear yard of 6348 Arlington Dr.; in tree 4 ft. above ground; 14 ft. from soundwall.	63
13	East side of Foothill Rd. just north of Ensenada; on light pole 10 ft. above ground; 36 ft. from centerline of Foothill Rd.	66
14	Rear yard of 7988 Limewood Ct.; in tree 5 ft. above ground; about 60 ft. from soundwall.	51
15	Rear yard of 6109 Everglades in the northeast corner; in pine tree 12 ft. above ground; 75 ft. edge of Hopyard Rd.	63
16	Stoneridge Dr. across street of 7526 Stonedale Dr.; in tree 9 ft. above ground; 39 ft. from curb of Stoneridge Dr.	69



TABLE VIII-1

## 1995 NOISE MONITORING LOCATIONS

(Continued)

Site	Location	dB
17	Rear yard of 6831 Herrin Ct.; in tree 4 ft. above ground; 12 ft. from solid 6-ft. fence.	61
18	3656 Chillingham Ct. in rear yard; on porch support 6 ft. above deck; 65 ft. from soundwall.	59
19	Front yard of 4090 W. Las Positas; in birch tree 6 ft. above ground; 45 ft. from centerline of W. Las Positas.	62
20	Stoneridge Dr. at Gatewood Apts.; in tree 10 ft. above rdwy.; 70 ft. from centerline of Stoneridge Dr.	61
21	West side of Santa Rita Rd.; south of Navajo Ct.; in tree 10 ft. above ground; 81 ft. from centerline of Santa Rita Rd.	70
22	Rear yard of 4217 Waycross Way; in tree 6 ft. above ground; 24 ft. from wood fence; 48 ft. from centerline of Kolln St.	56
23	Rear yard of 2051 Cotterell; in tree 5 ft. above ground; 30 ft. from fence; 55 ft. from centerline of Kolln St.	51
24	North side of Busch Rd.; on fence corner 6 ft. above ground; 40 ft. from centerline of Busch Rd.	70
25	East side of Willow St. across from 4696 Willow St.; monitor on light post 15 ft. above sidewalk; 35 ft. from centerline of Willow.	61
26	Rear yard of 3656 Annis Circle; monitor on corner post 5 ft. above ground; 10 ft. from 12-ft. soundwall.	72
27	North side of Vineyard Ave. between Touriga Dr. and Grape Vine; monitor on light pole; 12 ft. above ground; 42 ft. to center of median.	67
28	North side of Vineyard Ave. just west of Ruby Hill Blvd.; monitor on pole 10 ft. above rdwy.; 27 ft. to centerline of Vineyard Ave.	65
29	East side of Alisal Rd.; monitor on pole 10 ft. above ground in front of 6022 Alisal; 15 ft. to centerline of Alisal.	59

**TABLE VIII-2**  
**TRAFFIC VOLUMES AND SELECTED NOISE CONTOURS, 1995 AND 2010**

ROAD SEGMENTS	1995 CONTOURS				2010 CONTOURS			
	1995 ADT	Distance to 70 Ldn Contour (FEET)	Distance to 65 Ldn Contour (FEET)	Distance to 60 Ldn Contour (FEET)	2010 ADT	Distance to 70 Ldn Contour (FEET)	Distance to 65 Ldn Contour (FEET)	Distance to 60 Ldn Contour (FEET)
Sunol Boulevard								
Foothill Road to I-680	3,990	--	54	117	5,000	--	63	136
I-680 to Bernal Avenue	18,600	70	151	326	36,000	109	235	506
First Street								
Bernal Avenue to Vineyard Avenue	17,400	--	52	111	29,000	--	72	156
Vineyard Avenue to Stanley Boulevard	10,800	--	--	81	25,000	--	66	142
Stanley Boulevard								
Main Street to First Street	4,200	--	--	76	16,000	--	86	185
First Street to Bernal Avenue	12,400	--	79	170	37,000	69	148	320
e/o Bernal Avenue	21,200	93	201	434	36,000	139	286	617
Other Roadways								
El Charro Road	5,670	133	288	620	23,000	340	732	1,577
Busch Road (e/o Valley Avenue)	3,000	--	74	160	14,000	96	207	446
Del Valle Parkway (Hopyard to Main)	3,250	--	--	61	6,700	--	--	92
Route 84	12,800	82	176	378	24,000	124	267	575
Stoneridge Drive								
Foothill Road to I-680	31,450	52	113	243	48,600	70	151	325
I-680 to Hopyard Road	33,400	--	62	133	40,800	--	70	151
Hopyard Road to W. Las Positas Boulevard	19,300	--	105	226	32,000	68	147	317
W. Las Positas Blvd. to Santa Rita Road	12,700	53	113	244	35,000	103	223	480
e/o Santa Rita Road	7,850	--	61	131	27,000	64	138	297

"--" Noise level is less than 50 feet from roadway.

TABLE VIII-2

## TRAFFIC VOLUMES AND SELECTED NOISE CONTOURS, 1995 AND 2010

(Continued)

ROAD SEGMENTS		1995 CONTOURS			2010 CONTOURS				
		1995 ADT	Distance to 70 Ldn Contour (FEET)	Distance to 65 Ldn Contour (FEET)	Distance to 60 Ldn Contour (FEET)	2010 ADT	Distance to 70 Ldn Contour (FEET)	Distance to 65 Ldn Contour (FEET)	Distance to 60 Ldn Contour (FEET)
W. Las Positas Boulevard									
Foothill Road to I-680	10,150	54	116	249	15,000	70	150	323	
I-680 to Hopyard Road	13,600	58	125	270	35,000	100	235	507	
Hopyard Road to Stoneridge Drive	10,150	--	106	229	19,000	75	161	348	
Stoneridge Drive to Santa Rita Road	11,100	--	71	153	16,000	--	91	195	
e/o Santa Rita Road	10,500	--	50	107	14,000	--	60	129	
Valley Avenue									
Bernal Avenue to Hopyard Road	12,200	55	119	257	15,000	64	137	295	
Hopyard Road to Santa Rita Road	17,800	62	133	287	20,000	67	144	310	
Santa Rita Road to Stanley Boulevard	18,400	55	118	254	28,000	72	156	336	
Vineyard Avenue									
First Street to Bernal Avenue	9,400	--		95	12,000	--	52	112	
e/o Bernal Avenue	7,200	--	74	160	11,950	--	104	224	
Bernal Avenue									
Foothill Road to I-680	7,100	--	76	163	10,000	--	95	205	
I-680 to Valley Avenue	22,700	69	149	321	46,800	112	241	520	
Valley Avenue to First Street	18,400	75	163	351	35,700	118	254	547	
First Street to Independence Drive	7,300	--	58	126	10,000	--	72	155	
Independence Drive to Vineyard Avenue	6,000	--	48	104	2,000	--	--	50	
Vineyard Avenue to First Street	8,750	--	59	127	18,000	--	95	205	
I-680									
West Side with Sound Wall	92,000	120	230	495	93,000	107	231	498	
East Side with Sound Wall	92,000	162	311	669	93,000	145	313	674	
No Sound Wall	92,000	501	964	2,076	93,000	451	971	2,091	

"--" Noise level is less than 50 feet from roadway.

TABLE VIII-2

## TRAFFIC VOLUMES AND SELECTED NOISE CONTOURS, 1995 AND 2010

(Continued)

	1995 ADT	Distance to 70 Ldn Contour (FEET)	Distance to 65 Ldn Contour (FEET)	Distance to 60 Ldn Contour (FEET)	2010 ADT	Distance to 70 Ldn Contour (FEET)	Distance to 65 Ldn Contour (FEET)	Distance to 60 Ldn Contour (FEET)
<b>Foothill Road</b>								
I-580 to Stoneridge Drive	38,800	93	200	431	90,400	111	238	513
Stoneridge Drive to W. Las Positas Blvd.	10,500	--	86	185	14,000	--	104	224
W. Las Positas Blvd. to Bernal Avenue	9,450	--	82	177	11,000	--	98	211
Bernal Avenue to Castlewood Drive	4,700	--	--	72	8,000	--	--	102
<b>Hopyard Road</b>								
I-580 to Stoneridge Drive	27,600	68	146	314	34,000	78	167	361
Stoneridge Drive to W. Las Positas Blvd.	27,900	73	158	341	31,000	79	170	366
W. Las Positas Blvd. to Valley Avenue	31,800	81	174	376	38,200	92	197	425
Valley Avenue to Del Valle Parkway	14,400	--	74	160	20,000	--	92	199
<b>Hacienda Drive</b>								
I-580 to Owens Drive	17,700	60	130	280	34,000	93	201	433
Owens Drive to Stoneridge Drive	8,100	--	97	210	19,000	80	172	371
<b>Santa Rita Road</b>								
I-580 to W. Las Positas Boulevard	30,900	73	162	350	34,000	80	173	373
W. Las Positas Blvd. to Stoneridge Drive	30,300	65	141	304	36,600	74	160	345
Stoneridge Drive to Valley Avenue	36,200	86	185	398	61,600	122	263	567
Valley Avenue to Stanley Boulevard	20,400	56	121	262	34,000	79	171	368
Main Street	17,800	--	69	150	38,000	54	115	249
<b>I-580</b>								
With Sound Wall	150,000	142	308	663	156,000	147	316	680
No Sound Wall (El Charro)	157,000	316	1,764	3,807	164,000	344	1,819	3,920

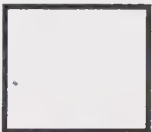
"--" Noise level is less than 50 feet from roadway.



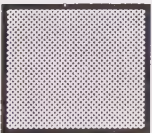
TABLE VIII-3

## LAND USE COMPATIBILITY FOR COMMUNITY NOISE ENVIRONMENT

LAND USE CATEGORY	EXTERIOR NOISE EXPOSURE $L_{dn}$ or CNEL dB							
	50	55	60	65	70	75	80	85
Residential, Hotel, and Motels								
Outdoor Sports and Recreation, Neighborhood Parks and Playgrounds								
Schools, Libraries, Museums, Hospitals, Personal Care, Meeting Halls, Churches								
Office Buildings, Business Commercial, and Professional								
Auditoriums, Concert Halls, Amphitheaters								
Industrial, Manufacturing, Utilities, and Agriculture								



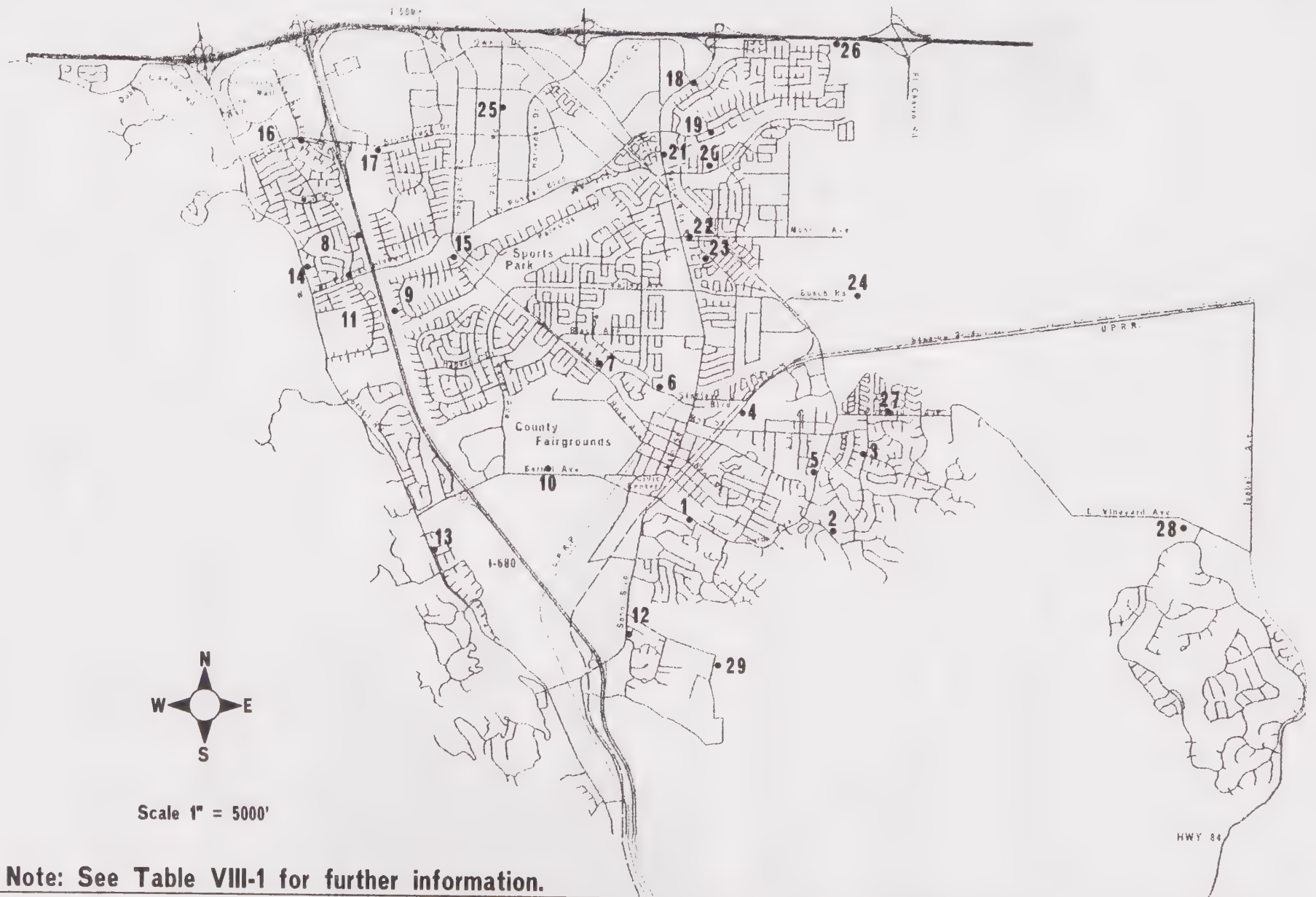
Normally Acceptable - Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal convention construction, without any special insulation requirements.



Conditionally Acceptable - Specified land use may be permitted only after detailed analysis of the noise reduction requirements and needed noise insulation features included in the design.



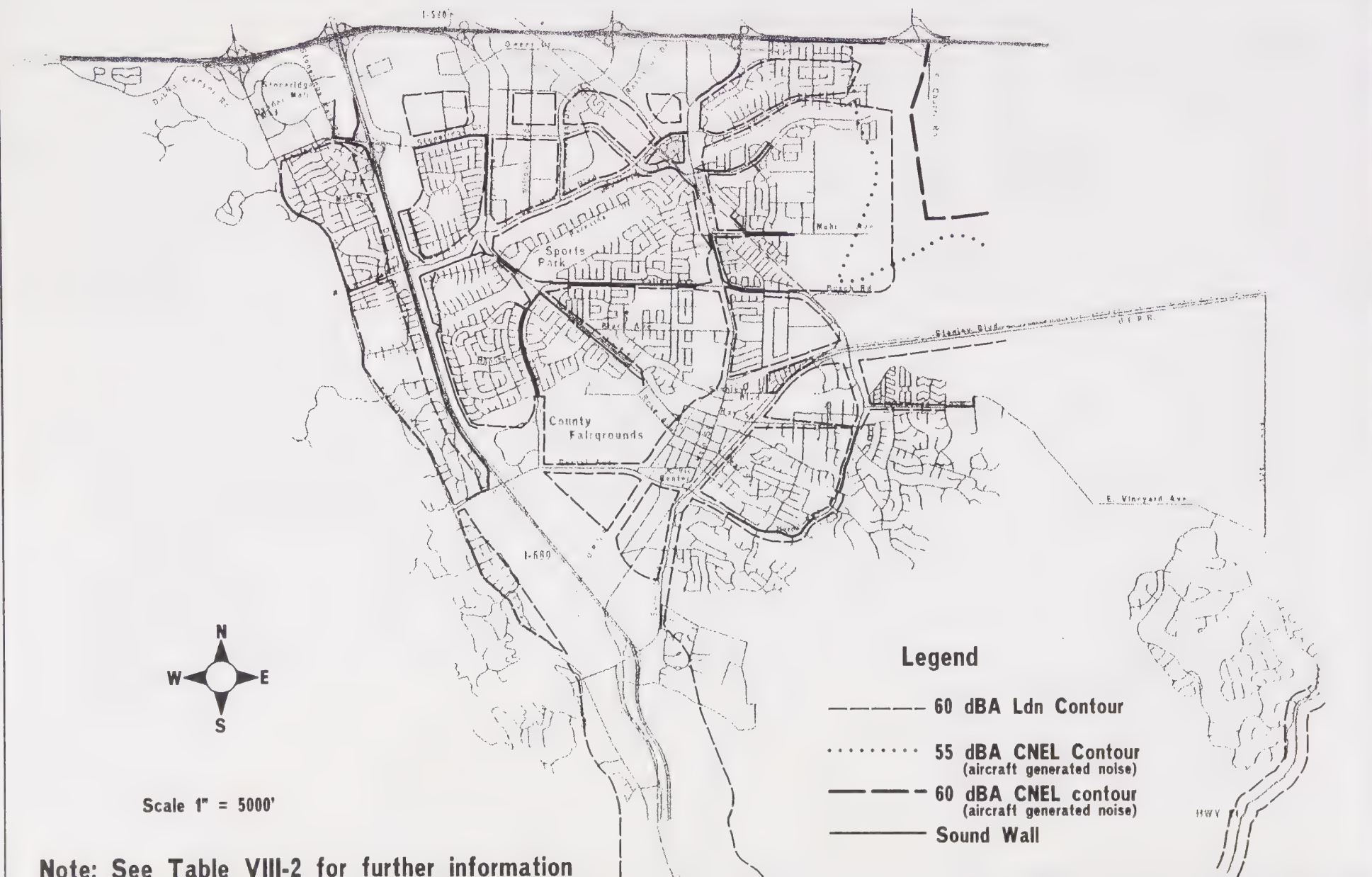
Unacceptable - New construction or development should generally not be undertaken because mitigation is usually not feasible to comply with noise element policies.



# THE PLEASANTON PLAN

Figure VIII-1  
City-Wide Noise Monitoring Sites



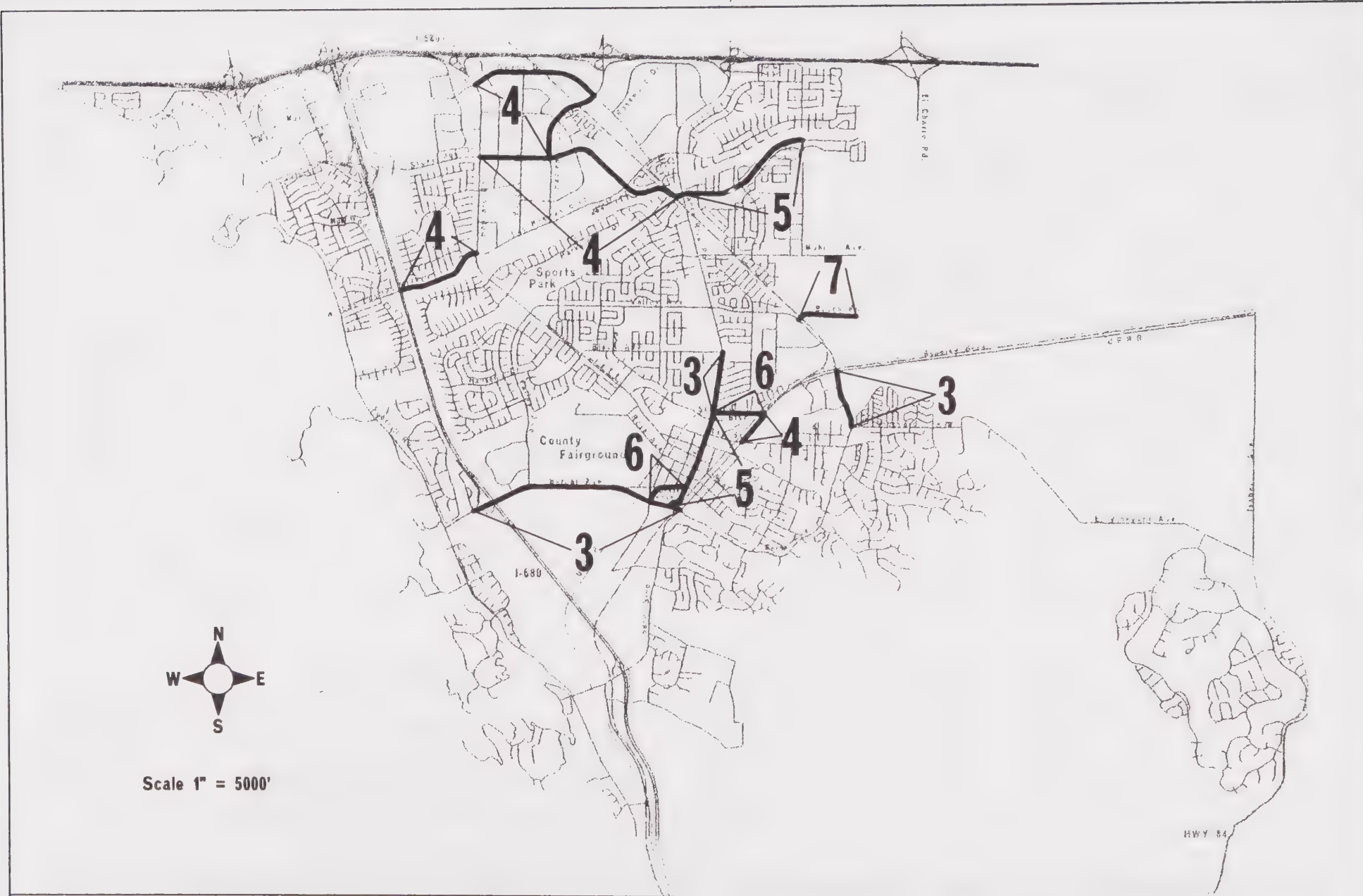


# THE PLEASANTON PLAN

Figure VIII-2  
Existing (1995)  
Noise Contours





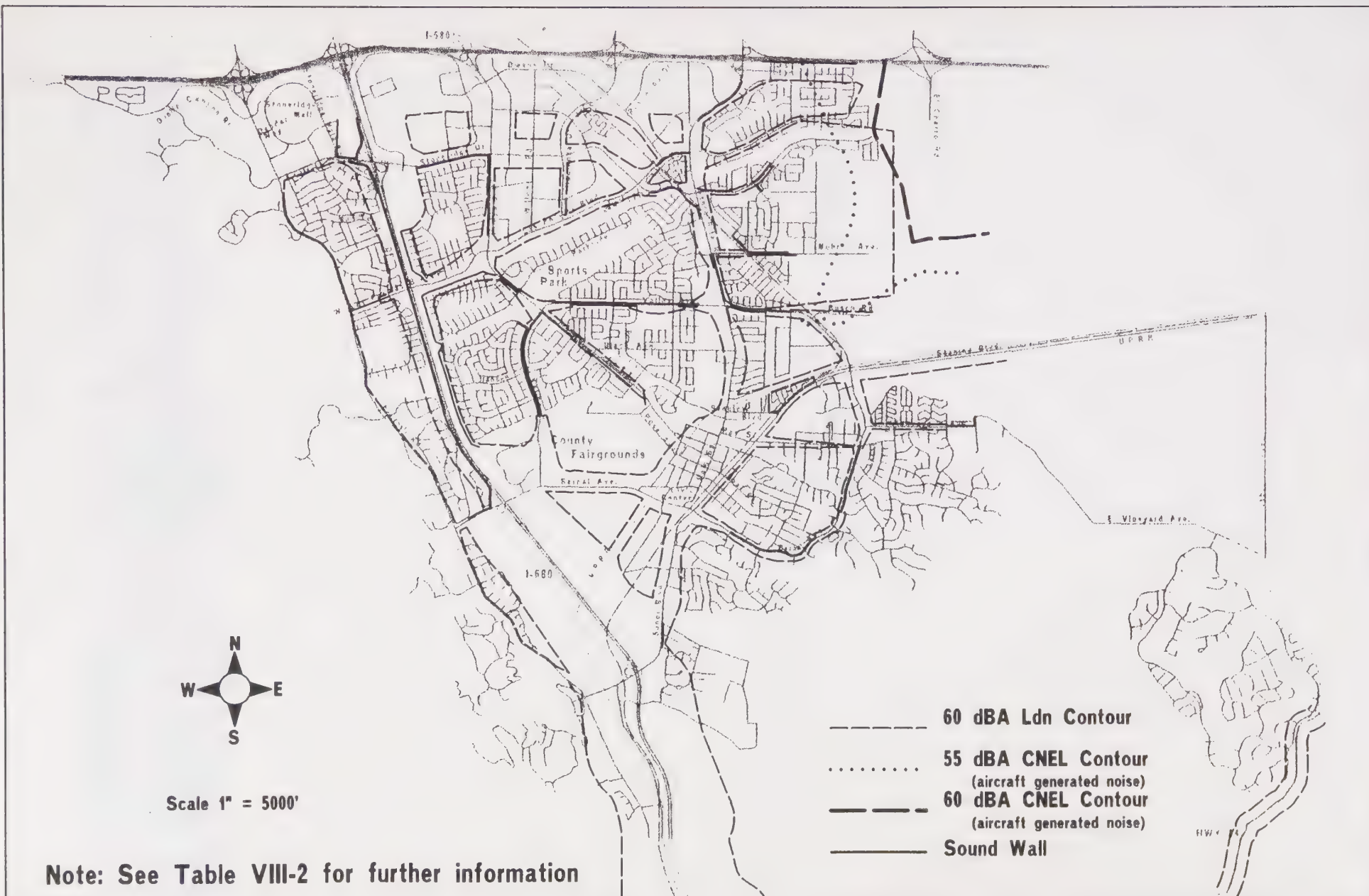


# THE PLEASANTON PLAN

Figure VIII-3  
Projected Increase In Traffic  
Noise Measured In Decibels







# THE PLEASANTON PLAN

Figure VIII-4  
Future (2010)  
Noise Contours





THE PLEASANTON GENERAL PLAN

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IX. AIR QUALITY ELEMENT







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## IX. AIR QUALITY ELEMENT

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### PURPOSE

The purpose of the Air Quality Element is to protect the health, safety, and welfare of the community by promoting community development which is compatible with adopted air quality standards.

### LOCAL AND REGIONAL METEOROLOGICAL INFLUENCES ON AIR QUALITY

The amount of a given **pollutant** in the ambient atmosphere is determined by the amount of pollutant emitted and the atmosphere's ability to transport and dilute the pollutant. The major determinants of transport and dilution are wind, atmospheric stability, terrain, and, for photochemical pollutants, sunshine.

**Wind** data for the Livermore Municipal Airport show wind predominantly blowing from the west and southwest, reflecting the location of the Hayward Canyon and Niles Canyon gaps in the East Bay Hills. Winds are generally highest in the afternoon and lowest at dawn. Calm conditions are comparatively frequent (occurring about 23 percent of the time).<sup>1</sup>

**Atmospheric stability** refers to the tendency of the atmosphere's thermal stratification to suppress or promote vertical dilution of pollutants. The occurrence of high atmospheric stability, known as inversion conditions, severely reduces vertical mixing of pollutants.

**Atmospheric stability** in the Bay Area is measured twice daily by radiosondes released at the Oakland Airport. During the summer, inversions are generally elevated above ground level, and are present over 90 percent of the time in both the morning and afternoon. In winter, surface-based inversions dominate in the morning hours, but frequently dissipate by afternoon.

The **topography** of the Livermore-Amador Valley also affects air quality. The Livermore-Amador Valley is a sheltered inland valley with the valley floor at an altitude of about 400 feet. The valley floor is ringed by hills exceeding 1,000 feet, with only narrow gaps in the hills.

The Livermore-Amador subregional **air basin**, in which Pleasanton is located, also contains the growing communities of Livermore, Dublin, San Ramon, Danville, and Alamo. The Livermore-Amador Valley is located generally downwind with respect to the Greater Bay Area, so that the air stream into the Valley is already contaminated by pollutants released upwind. In turn, pollutants generated within the Livermore-Amador Valley are transported easterly into the San Joaquin Valley. Pollutants from the Bay Area are suspected to be transported into the Sierra Nevada, where they may contribute to acid rain and acid deposition.

The **combined effects** of frequently light or calm winds, frequent inversions that restrict vertical dilution, and terrain that restricts

horizontal dilution give Pleasanton a high atmospheric potential for pollution.

## **AIR POLLUTANTS AND STANDARDS MODES**

Both **Federal and State standards** have been adopted for the protection of air quality. These are designed to protect the public health, safety, and welfare from effects such as illness, visibility reduction, soiling, nuisance, and other forms of damage. In order to evaluate compliance with these standards, selected air pollutants are continuously monitored. The standards are presented in Table IX-1. The primary pollutants for which there are standards are discussed below.

### **Ozone**

---

**Ozone** is an easily recognizable air pollutant, due to its visual appearance as smog. The creation of ozone is the result of a complex chemical reaction between hydrocarbons and oxides of nitrogen in the presence of sunlight. In the Tri-Valley area, the major source of ozone precursors is from automobile emissions. In addition, emissions from outside the area are also transported into the Tri-Valley, where they can be trapped by a temperature inversion and chemically "cooked" on the hot, still days of summer and early fall.

The health effects of ozone are eye irritation and damage to lung tissues. Ozone also damages some materials such as rubber, and may damage plants and crops.

### **Carbon Monoxide**

---

**Carbon monoxide** is an odorless, colorless gas that is highly toxic. It is formed by the incomplete combustion of fuels, and its main source is automobiles. Unlike ozone, carbon monoxide is a localized pollutant, i.e., high concentrations are found only near the source although there can be a widespread "cloud" providing high background levels of carbon monoxide. Since the major source of carbon monoxide is automobiles, concentrations of carbon monoxide are greatest near heavily-traveled roadways. The emission rate of carbon monoxide is highly dependent on traffic speed, with emissions increasing as speed decreases and idling increases. Historically, carbon monoxide concentrations have been decreasing in the Bay Area as newer autos have met increasingly stringent emission control requirements.

Carbon monoxide's health effects are related to its affinity for hemoglobin in blood. At high concentrations, carbon monoxide reduces the amount of oxygen in the blood, causing heart difficulties in people with chronic diseases, reduction of lung capacity, and impairment of mental abilities.

### **Suspended Particulates**

---

**Suspended particulates** are solid and liquid particles of dust, soot, aerosols, and other matter which are small enough to remain suspended in the air for a long period of time. A portion of the total particulate matter in the air is due to natural sources such as wind-blown dust and pollen. Man made sources include combustion, automobiles, fire places, factories, and roads, especially unpaved roads.



The effects of high concentrations of suspended particulates on humans include aggravation of chronic disease and heart/lung disease symptoms. Non-health effects include reduced visibility and soiling of surfaces.

### **Nitrogen Dioxide**

---

**Nitrogen dioxide** is a reddish-brown toxic gas. It is one of the oxides of nitrogen that result from combustion. Other oxides of nitrogen, particularly nitric oxide, are converted to nitrogen dioxide in the presence of sunlight. Major sources of oxides of nitrogen are automobiles and industrial uses. The health effects associated with this pollutant are increases in the incidences of chronic bronchitis and lung irritations.

### **Sulfur Dioxide**

---

**Sulfur dioxide** is a colorless gas with a pungent, irritating odor. It is created by the combustion of sulfur-containing fuel. This substance is known to oxidize to sulfur trioxide, which combines with moisture in the atmosphere to form a sulfuric acid mist. Sulfur dioxide damages and irritates lung tissue and accelerates corrosion of materials.

### **Hazardous Pollutants**

---

In addition to the above pollutants for which there are ambient air quality standards, there is a second class of regulated pollutants called **Toxic Air Contaminants**. These are known to be injurious, even in small quantities, but are relatively uncommon. There are emission regulations for these pollutants, rather than ambient air quality standards. To date, Toxic Air Contaminants regulated by the Bay Area Air Quality Management District (BAAQMD) are asbestos, beryllium, mercury, vinyl chloride, hexavalent chromium, ethylene

oxide, perchloroethylene, and benzene. In addition, the BAAQMD is authorized to require permits for services that generate toxic emissions for which there are no definite emissions regulations. Toxic Air Contaminants are evaluated on a project-by-project basis, based upon a worst-case evaluation of the health risks. Businesses which handle, store, or transport hazardous materials are regulated by the City's Hazardous Materials Storage Permit Ordinance<sup>2</sup>, described in the Public Safety Element.

## **AIR POLLUTANT SOURCES AND SENSITIVE RECEPTORS**

Pleasanton contains various **air pollution sources**. The combustion of fuel for space and water heating, industrial processes, and commercial use are three such major pollutant sources. The evaporation of fuels and solvents, incineration, fires, agricultural tilling, and pesticide use are other examples. The largest single source is vehicles.

The **Bay Area Air Quality Management District** (BAAQMD) is the main permitting agency for air pollutant sources. There are numerous minor sources of pollutants in Pleasanton that have permits from the BAAQMD, such as dry cleaning plants, gas stations, auto body shops, and other businesses using **organic compounds** which hold the potential for polluting the air.

In addition to these sources of pollutants, the District has identified types of land uses which frequently cause odors, dust or other **nuisances**.<sup>3</sup> In Pleasanton, these operations generally include sand and gravel harvesting areas, the Dublin San Ramon Services District (DSRSD) sewage treatment plant, the

solid waste transfer station, and some agricultural areas.

As **business parks** develop, it is possible that electronic manufacturers and other users of hazardous and potentially annoying substances may locate within the Planning Area. The Pleasanton General Plan separates most of these existing and potential locations from residential areas and sensitive receptors through the use of Public Health and Safety buffer zones, as shown on the General Plan Map.

**Sensitive receptors** can be defined as those facilities most likely to be used by the elderly, children, infirmed, or persons with particular sensitivity to air pollutants. Examples are hospitals, schools, and convalescent homes. Figure IX-1 gives the location of such sensitive receptors in Pleasanton.

## RECENT AIR QUALITY CONDITIONS

In 1988, the State adopted the **California Clear Air Act (CCAA)**. The standards contained in this Act are more restrictive than the parallel Federal standards. The Act requires that each regulatory authority governing emissions of air pollutants in different regions of the State adopt a strategy to achieve and maintain the State ambient air quality standards for ozone, carbon monoxide, sulfur dioxide, and nitrogen dioxide by the earliest practicable date. In the Bay Area, the BAAQMD is the agency responsible for preparing the strategy to improve the air quality. Based on monitoring data collected and compiled by the BAAQMD, the Bay Area is not in attainment for ozone (O<sub>3</sub>) and carbon monoxide (CO). In response to legal requirements of the 1988 CCAA, the BAAQMD has prepared a plan (The 1994 Clean Air Plan) which details the measures

aimed at reducing emissions from stationary and mobile sources.

Pleasanton, in conjunction with the Hacienda Business Park Owners Association, monitors carbon monoxide (CO), total suspended particulate matter (TSP), particulate matter less than ten microns (PM-10), and meteorological conditions. The **CO monitoring station** is located at the southeast corner of the Hopyard Road/Stoneridge Drive street intersection, the TSP and PM-10 monitoring station is located on the roof of the Hacienda Child Development Center on Chabot Drive, and the meteorological station is located at the Dublin-San Ramon Services District's water treatment plant lagoons. BAAQMD assumed responsibility for the operations of the meteorological station as of May 14, 1992. BAAQMD monitors all of the above-listed pollutants, plus ozone and lead, at its Livermore Station. Table IX-2 shows air quality data for 1983 to 1994. Violations of standards for ozone, carbon monoxide, and suspended particulates are indicated.

Since 1983, **ozone** levels in the Livermore-Amador Valley have generally decreased. During this time, the number of days exceeding State standards has ranged from twenty-one in 1988 to five in 1994, and the number of days exceeding Federal standards has ranged from eight in 1983 to zero in 1992.

Since 1983, there have been no days in which the levels of **carbon monoxide** exceeded either State or Federal standards.

During the past seven years, days where particulate matter (**PM-10**) exceeded State standards have been as high as ten in 1991 to as low as one in 1994. At no time did total particulate matter exceed Federal standards.



## PURPOSE OF AIR QUALITY PLANNING

The past improvement in air quality in the Livermore-Amador Valley has been very encouraging. However, the following trends and analysis make clear that continued improvement of air quality is not always assured, and that consideration of air quality in the **planning process** is as important as ever.

Despite the fact that the Livermore-Amador Valley is developed at relatively low densities, ozone air quality is at approximately the national ambient standard. The combined effects of future growth in population and traffic, combined with expected deterioration in travel speed and congestion, will offset decreases in mobile and stationary emission rates. Attainment and maintenance of the ozone standard in the future is not likely to occur without effort in the area of **air quality planning**.

The **climatological setting** of Pleasanton ensures that the potential for local carbon monoxide problems will continue to exist. An increase in traffic volumes in the future, if combined with deterioration of congestion levels, will have the potential to exacerbate carbon monoxide problems.

The potential for future "**hardware**" measures to reduce air pollutants (emission controls on vehicles or stationary sources, for example) is limited. The easiest and least-costly control measures have already been implemented, so future controls of this type offer diminishing returns for higher cost.

## FUTURE AIR QUALITY

**Buildout** of the General Plan would result in the replacement of currently vacant land with mostly residential, commercial, and industrial uses. These urban uses are a source of small amounts of pollutants from the combustion of fuel for space and water heating. The General Plan also would allow for regulated point sources of pollutants and users of hazardous materials.

Although the number and nature of future additional air pollutant **point sources** within Pleasanton are not known, each individual source will be required to meet the rules and regulations of the BAAQMD. These regulations require that sources of hazardous materials or criteria pollutants above certain thresholds obtain permits prior to construction or operation of the facility. BAAQMD regulations may require the use of **Best Available Control Technology**, emission reductions at other locations to offset proposed increases, and detailed analysis and/or modeling of air pollution impacts prior to issuing a permit.<sup>4</sup> In certain cases, BAAQMD may also require on-site monitoring prior to and after construction, and may attach conditions that it feels are necessary to avoid public health hazards and community complaints.

By far the largest change in subregional emissions related to buildout under the General Plan would be related to **automobile traffic**. Estimation of the total daily **vehicle miles traveled** (VMT) emissions associated with county-wide vehicle use is summarized in Table IX-3. Emissions of four pollutants generated by automobiles are shown for 1995 and 2010. Although Pleasanton contributes to the generation of VMT, commuting within the Tri-Valley is a regional problem to which many jurisdictions contribute.

Table IX-3 shows decreasing emissions for the two **ozone precursors**, hydrocarbons and oxides of nitrogen. In 2010, hydrocarbon emissions from automobile traffic are expected to be about 63 percent below current levels, while emissions of oxides of nitrogen are expected to be about 27 percent below current levels. In 2010, emissions should be below current levels, provided that new industrial sources within the Tri-Valley do not offset the projected decrease in auto-related ozone precursor emissions and that ozone transported into the area from upwind urban areas does not substantially increase in the future.

Auto-related emissions of **particulates** are projected to be 15 percent above current levels within the Tri-Valley area at buildout. Auto traffic, however, is currently responsible for about six percent of the particulate emissions in Alameda County, so that the resulting change in overall emissions of particulates would be small. Therefore, no measurable change in particulate levels or exceedances of the State or Federal standards would be expected.

Auto-related emissions of **carbon monoxide** are expected to be 58 percent below current levels, as shown in Table IX-3. Subregional emissions of this pollutant should not be important in determining the maximum concentrations, however, due to its local nature. Therefore, estimates of the carbon monoxide concentrations at congested intersections have been prepared using an air pollutant dispersion model. The eight intersections modeled were selected because they carry the highest volumes of traffic within Pleasanton. Carbon monoxide levels near these intersections should be the highest found in the area. Although freeways in the area carry higher volumes than surface streets, the low speeds and idling associated with the intersections result in a greater density of emissions than for the freeways.

The resulting estimated worst-case carbon monoxide levels in the Pleasanton area are shown in Table IX-4. Highest-case concentrations of carbon monoxide are currently below the **Federal and State standards**, and are projected to remain below these standards through 2010.

It should be noted that these projections are based on certain assumptions concerning traffic growth, congestion levels, and roadway and intersection improvements as described in the Circulation Element, as well as meteorological conditions, background levels of carbon monoxide, and other factors which have a certain level of uncertainty. Should the assumptions in the calculation prove incorrect, different results may occur. For this reason, the continuation of the **carbon monoxide monitoring** program and careful evaluation of its results will be necessary to ensure that carbon monoxide levels do remain below the State and Federal standards in Pleasanton.

## AIR QUALITY PLANNING

The major reason for including an Air Quality Element in the General Plan is to coordinate the planning of land use, circulation, housing, and other City policies with their potential effects on air quality. The City of Pleasanton is committed to incorporating **air quality considerations** into its plans, policies, and programs for future development.

The level of air quality in Pleasanton is directly related to **policies and programs** established throughout the General Plan. The amount and type of land uses designated in the Land Use Element; the number, length, and timing of traffic trips, established in the Circulation Element; the amount and rate of housing development, established in the Housing Element; and the amount of open space, established in the Conservation and



Open Space Element collectively contribute to the City's level of air quality.

The City's **Growth Management Program** establishes annual limits to housing production which enables the City to monitor and mitigate the effects of growth on air quality and other factors. Policies which encourage **infill development** tend to reduce lengthy traffic trips and consequently vehicle emissions. The General Plan Map promotes the location of **high-density uses near transit** facilities and employment and shopping centers, and enables **mixed use** developments in the Downtown and business park areas, which also tend to reduce automobile trips. The City's **Transportation Systems Management (TSM) Ordinance** requires major employers to promote the use of alternatives to single-occupant, peak-hour commuting. The Livermore-Amador Valley Transit Authority (LAVTA) bus system and the Bay Area Rapid Transit (BART) system provide residents and employees with convenient **transit alternatives** as the City develops.

The City's **Hazardous Materials Ordinance** ensures review and monitoring of stored materials to prevent leaking of gases into the environment. **Public facilities** are phased and funded to encourage compact growth and minimize traffic generating sprawl. Existing and planned residential areas and **sensitive receptors** are located apart from possible sources of air pollutants by Public Health and Safety buffer zones. And the entire developed portion of the Planning Area is surrounded on three sides by **open space** and undeveloped uses to separate Pleasanton from neighboring communities and allow for dispersion of air pollutants.

A good example of Pleasanton's efforts to integrate air quality into the planning process is the City's TSM Ordinance.<sup>5</sup> By requiring employees to reduce peak-hour traffic trips, the **TSM Ordinance** results in significant reductions of carbon monoxide and other air pollutants as well as reductions in noise, safety hazards, and other environmental effects. The City's policies and programs to reduce traffic congestion in the Circulation Element, therefore, are carried forward to effective programs in the Air Quality, Noise, and other Elements of the General Plan. In order to reduce traffic trips and resultant air pollution, the City asks employers to take progressively greater actions, according to the size of the company and other factors. The steps contained in the Ordinance for employers of varying size include completion of a transportation survey, promotion of transportation alternatives, commitment to a company TSM program tailored to employees' needs, appointment of a transportation coordinator, inclusion of TSM requirements in lease agreements, and other measures.

### **Air Quality Goals, Policies, and Programs**

The following goals, policies, and programs, in addition to those contained in other Elements, constitute an action program to implement the objectives described in this Element.

## IX. AIR QUALITY GOALS, POLICIES, AND PROGRAMS

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Goal 1: To implement a **pro-active** approach and use available technology to maintain and improve air quality within Pleasanton and the region to protect the public health, safety, and welfare.

Policy 1: Adhere to Federal, State, regional, and local **air quality standards**, whichever is most stringent, for local pollutants of concern.

Program 1.1: At least annually update the air quality **projections** contained in this Element to verify compliance with established standards.

Program 1.2: Require appropriate **mitigation measures** to improve air quality to acceptable levels in the event that standards are not met.

Policy 2: Verify the City's **air quality projections** with periodic spot-monitoring.

Program 2.1: Identify areas of potential future air quality problems (hot spots) and periodically monitor pollutant levels for possible **violation** of Federal, State, regional, and local standards.

Policy 3: Monitor **air pollutants** of concern on a continuous basis.

Program 3.1: Require major business parks to fund the installation and maintenance of permanent, continuous **monitoring stations** for carbon monoxide, trace metals, PM-10, as well as meteorological conditions.

Program 3.2: Notify the City Council and publish findings of all violations of air quality standards in an **annual report**.

Policy 4: Review **proposed projects** for their potential to impact air quality conditions.

Program 4.1: Include air quality as a factor in the City's **environmental review** process. Encourage development plans which minimize negative impacts on air quality.

Program 4.2: Require projects which generate high levels of air pollutants, such as manufacturing facilities and hazardous waste handling operations, to incorporate **air quality mitigations** in their design.

Program 4.3: Encourage **pedestrian-oriented developments** which provide options for non-motorized transit to outside primary destination points such as parks, schools, and shopping centers.

Program 4.4: Develop standards for the design and use of new **drive-through businesses** to minimize adverse impacts on air quality.

Program 4.5: Encourage the use of **modes of transportation** other than the single-occupant automobile, to reduce air pollution.

Program 4.6: Encourage the provision of **services, facilities, and infrastructure** to reduce the need to travel by single-occupant vehicles.

Program 4.7: Encourage appropriate **home occupations** in residential neighborhoods to reduce the need for commute travel.

Program 4.8: Facilitate the provision of **services** such as child care, restaurants, banks, and convenience markets at major employment centers to reduce vehicle trips.

Program 4.9: Require **design measures and facilities** to accommodate access by pedestrians, bicycles, and transit in new developments.

Policy 5: Review proposed projects for their potential to generate **hazardous air pollutants**.

Program 5.1: Include the Fire Department's **hazardous materials specialist** in staff review procedures for proposed land uses which may handle, store, or transport lead, mercury, vinyl chloride, benzene, asbestos, beryllium, and other hazardous materials.

Program 5.2: Require uses which utilize hazardous materials to submit **emergency response plans** for possible spills, leaks, or other accidental emissions of hazardous materials.

Program 5.3: Update and implement the **City's hazardous materials response program** for accidental emissions of hazardous materials.

Policy 6: Separate air pollution **sensitive land uses** from sources of air pollution.

Program 6.1: Locate air pollution **point sources**, such as manufacturing and extracting facilities, a substantial distance away from residential areas and sensitive receptors.

Program 6.2: Require landscape **buffer zones** within residential and sensitive receptor site plans to separate those uses from transportation corridors, transit hubs, freeways, arterials, point sources, and hazardous materials locations.

Policy 7: Encourage **citizen participation** in reducing air pollution.

Program 7.1: Establish an air quality **public awareness** program, and promote citizen and business participation.

Program 7.2: Develop **incentives** for the public to help reduce air pollution.

Program 7.3: Encourage and offer incentive programs for non-motorized (i.e., pedestrian and bicycle) and non-polluting **mobility alternatives**.



## DEFINITIONS

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**Air Basin** - A basin formed by elevated terrain wherein air pollutants may be trapped.

**Air Pollution** - The presence of man-made gases and suspended particles in the atmosphere in excess of air quality standards.

**Ambient Air** - Any portion of the atmosphere not confined by four walls and a roof; outside air.

**Organic Compounds** - Carbon containing chemical compounds involved in photochemical reactions that form ozone.

**Precursor** - A number of compounds that physically change in composition after being emitted into the air and eventually turn into air pollutants.

**Smog** - A term used to describe many air pollution problems; a contraction of smoke and fog. In California, it is used to describe the irritating haze resulting from the sun's effect on pollutants in the air.

## FOOTNOTES

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- <sup>1</sup> California Department of Water Resources, Wind in California, Bulletin No. 185, January 1978 (most recent edition).
- <sup>2</sup> City of Pleasanton, Hazardous Materials Storage Permit Ordinance No. 1112, December 1983.
- <sup>3</sup> Bay Area Air Quality Management District, Air Quality and Urban Development, November 1985.
- <sup>4</sup> Bay Area Air Quality Management District, 1991 Bay Area Air Quality Plan, 1991.
- <sup>5</sup> City of Pleasanton, Transportation Systems Management Ordinance No. 1154, October 1984.

TABLE IX-1

## FEDERAL AND STATE AMBIENT AIR QUALITY STANDARDS (1)

<u>Pollutant</u>	<u>Averaging Time</u>	<u>California Standard (3)</u>	<u>Federal Standards (2)</u>	
			<u>Primary (4)</u>	<u>Secondary (5)</u>
Ozone	1-hour	0.09 ppm (180 ug/m <sup>3</sup> )	0.12 ppm (235 ug/m <sup>3</sup> )	0.12 ppm (235 ug/m <sup>3</sup> )
Carbon Monoxide	1-hour	20 ppm (23 mg/m <sup>3</sup> )	35 ppm (40 mg/m <sup>3</sup> )	35 ppm (40 mg/m <sup>3</sup> )
	8-hour	9 ppm (10 mg/m <sup>3</sup> )	9 ppm (10 mg/m <sup>3</sup> )	9 ppm (10 mg/m <sup>3</sup> )
Nitrogen Dioxide	1-hour	0.25 ppm (470 mg/m <sup>3</sup> )	---	---
	Annual Average	---	0.053 ppm (100 ug/m <sup>3</sup> )	0.053 ppm (100 mg/m <sup>3</sup> )
Sulfur Dioxide	1-hour	0.25 ppm (655 mg/m <sup>3</sup> )	---	---
	3-hour	---	---	1,300 ug/m <sup>3</sup> (0.5 ppm)
	24-hour	0.04 ppm (6) (105 ug/m <sup>3</sup> )	365 ug/m <sup>3</sup> (0.14 ppm)	---
	Annual Average	---	80 ug/m <sup>3</sup> (0.03 ppm)	---
Suspended Particulate Matter (PM-10)	24-hour	50 ug/m <sup>3</sup>	150 ug/m <sup>3</sup>	150 ug/m <sup>3</sup>
	Annual Geometric Mean	30 ug/m <sup>3</sup>	---	---
	Annual Arithmetic Mean	---	50 ug/m <sup>3</sup>	50 ug/m <sup>3</sup>
Sulfates	24-hour	25 ug/m <sup>3</sup>	---	---
Lead	30-Day Average	1.5 ug/m <sup>3</sup>	---	---
	Calendar Quarter	---	1.5 ug/m <sup>3</sup>	1.5 ug/m <sup>3</sup>
Hydrogen Sulfide	1-hour	0.03 ppm (42 ug/m <sup>3</sup> )	---	---
Vinyl Chloride	24-hour	0.010 ppm (26 ug/m <sup>3</sup> )	---	---
Visibility-Reducing Particles	1 Observation	Visibility < 10 miles	---	---

- 
- (1) Concentrations expressed first in units in which it was promulgated. Equivalent units given in parentheses are based upon a reference temperature of 25 degrees Celsius and a reference pressure of 760 mm of mercury. Note: ppm in this table refers to ppm by volume, or micromoles of pollutant per mole of gas,  $\mu\text{g}/\text{m}^3$  = micrograms per cubic meter.
  - (2) National Standards, other than ozone and those based on annual averages or annual arithmetic means, are not to be exceeded more than once a year. The ozone standard is attained when the expected number of days per calendar year with maximum hourly average concentrations above the standard is equal to or less than one.
  - (3) California standards for ozone, carbon monoxide, sulfur dioxide (1-hour), nitrogen dioxide, PM-10, and visibility-reducing particles are values that are not to be exceeded. The sulfates, lead, and hydrogen sulfide, and vinyl chloride standards are not to be equaled or exceeded.
  - (4) National Primary Standards: The levels of air quality necessary, with an adequate margin of safety to protect the public health. Each state must attain the primary standards no later than three years after that state's implementation plan is approved by the Environmental Protection Agency (EPA).
  - (5) National Secondary Standards: The levels of air quality necessary to protect the public welfare from any known or anticipated adverse effects of a pollutant. Each state must attain the secondary standards within a "reasonable time" after the implementation plan is approved by the EPA.
  - (6) Prevailing visibility is defined as the greatest visibility which is attained or surpassed around at least half of the horizon circle, but not necessarily in continuous sectors.

Source: California Air Resources Board.



**TABLE IX-2**  
**RECENT AIR QUALITY CONDITIONS**

<u>Pollutant</u>		<u>Emissions Information</u>										
<u>OZONE*</u>		<u>NUMBER OF EXCEEDANCES PER YEAR</u>										
Standard (ppm)	'83	'84	'85	'86	'87	'88	'89	'90	'91	'92	'93	'94
.09 - State One-Hour	20	32	11	20	10	21	9	8	17	14	7	5
.12 - Federal One-Hour	8	7	4	3	3	4	2	1	1	0	1	2
		<u>PEAK CONCENTRATIONS (ppm)</u>										
		0.15	0.15	0.14	0.13	0.14	0.11	0.13	0.13	0.13	0.13	0.13
<u>CARBON MONOXIDE</u>		<u>NUMBER OF EXCEEDANCES PER YEAR</u>										
Standard (ppm)	'83	'84	'85	'86	'87	'88	'89	'90	'91	'92	'93	'94
9 - Eight-Hour (State & Federal)	0	0	0	0	0	0	0	0	0	0	0	0
.12 - Federal One-Hour (State & Federal)	0	0	0	0	0	0	0	0	0	0	0	0
		<u>PEAK CONCENTRATIONS (ppm)</u>										
Eight-Hour			n/a	5.9	4.6	5.1	5.7	6.0	4.3	4.1	4.6	4.0
One-Hour			5.1	7.5	7.1	8.6	9.2	8.0	6.2	7.1	7.3	6.4
<u>PARTICULATE MATTER</u>		<u>NUMBER OF EXCEEDANCES PER YEAR</u>										
PM-10 24-Hour Standard (ug/m3)						'88	'89	'90	'91	'92	'93	'94
50° - Twenty-Four-Hour State						4	7	6	10	4	2	1
150 - Twenty-Four-Hour Federal						0	0	0	0	0	0	0
		<u>PEAK CONCENTRATIONS (ug/m3)</u>										
		n/a	85.45	99.7	140.0	83.0	72.0	63.0	63.0	63.0	63.0	63.0
<u>PARTICULATE MATTER</u>		<u>NUMBER OF EXCEEDANCES PER YEAR</u>										
PM-10 Annual Standard (ug/m3)						'88	'89	'90	'91	'92	'93	'94
30 - Annual Geometric Mean State						fail	fail	pass	pass	pass	pass	pass
50 - Mean Annual Federal						n/a	n/a	pass	pass	pass	pass	0
		<u>PEAK CONCENTRATIONS (ug/m3)</u>										
Annual Geometric Mean				32	33.1	25.9	24.0	22.0	20.0	20.0	19.0	19.0
Annual Mean				n/a	n/a	29.3	30.0	25.0	23.0	23.0	21.0	21.0

\* BAAQMD data from its Livermore Station.  
Source: Hacienda Business Park Air Monitoring System, except as otherwise noted.

TABLE IX-3

**PROJECTED COUNTY-WIDE VEHICULAR EMISSIONS  
1995 - 2010 (TONS PER DAY)\***

Year	Vehicle Miles Travelled	Reactive Organic Gases (ROG)	Nitrogen Oxides (NOX)	Particulate Matter (PM-10)	Carbon Monoxide (CO)
1995	3,525,203	45.29	51.04	8.33	340.55
2010	4,512,278	16.74	16.74	10.72	142.33
<b>Change (%)</b>	<b>28.00%</b>	<b>-63.04%</b>	<b>-67.20%</b>	<b>28.69%</b>	<b>-58.21%</b>

\* California Air Resources Board, *Methodology for Estimating Emissions from On-Road Motor Vehicles*  
Volume III: BURDEN7F, June, 1993.

**TABLE IX-4**

**PREDICTED WORST-CASE CARBON MONOXIDE CONCENTRATIONS  
YEAR 2010 - ONE AND EIGHT HOUR CONCENTRATIONS (PPM)**

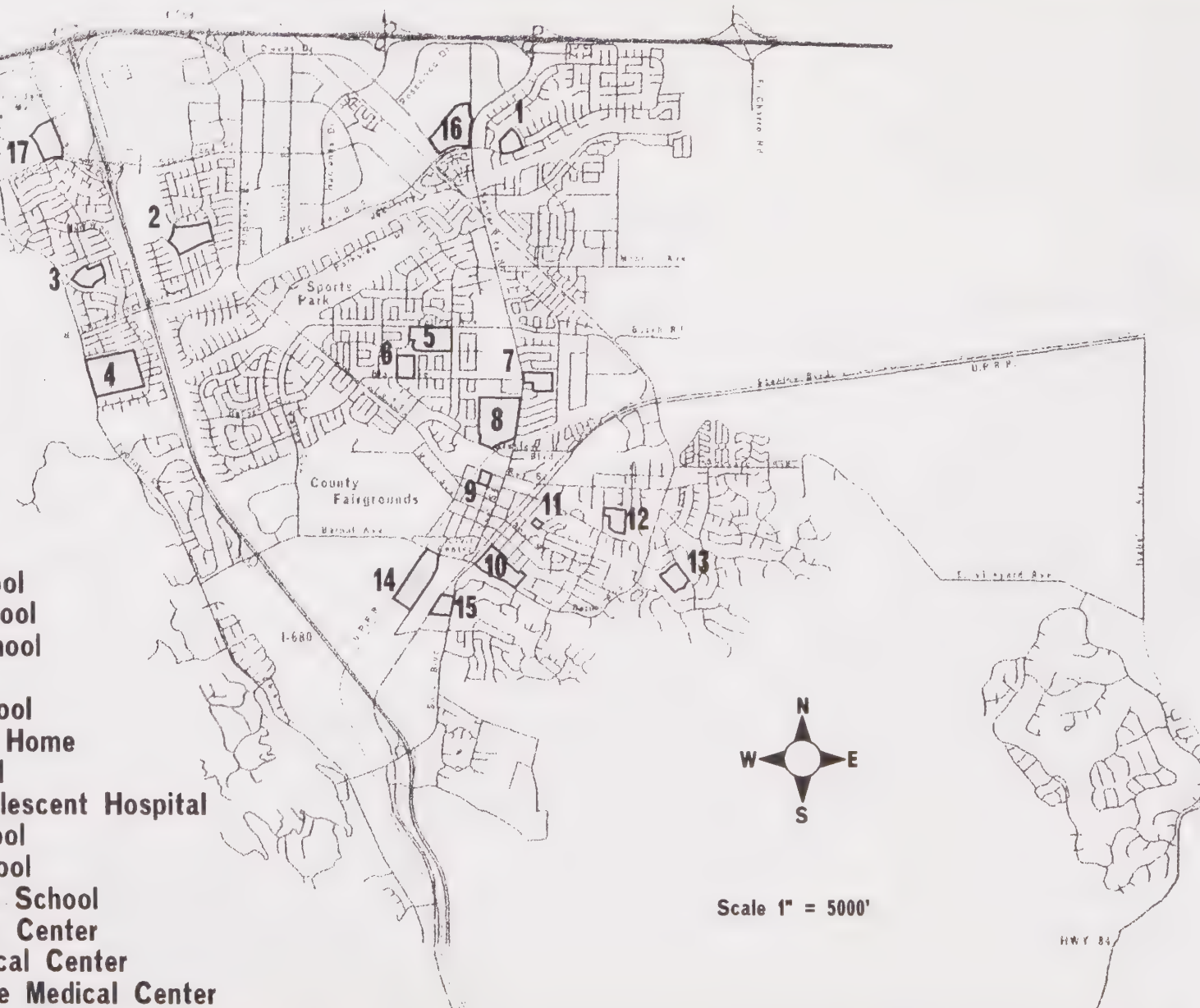
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<u>Intersection</u>	<u>One-Hour</u>	<u>Eight-Hour</u>
Hopyard Road/Stoneridge Drive	5.7	3.8
Santa Rita Road/W. Las Positas Boulevard	5.4	3.6
Hopyard Road/W. Las Positas Boulevard	5.7	3.8
Main Street/St. John Street/Ray Street	5.0	3.7
Main Street/Rose Avenue/Neal Street	4.6	3.1
Santa Rita Road/Stoneridge Drive	6.4	4.3
El Charro Road/Stoneridge Drive	5.0	3.4
Main Street/Del Valle Parkway	4.9	3.3

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## Legend

1. Fairlands School
2. Donlon School
3. Lydiksen School
4. Foothill High School
5. Harvest Park School
6. Walnut Grove School
7. Alisal School
8. Amador High School
9. Pleasanton Guest Home
10. Pleasanton School
11. Pleasanton Convalescent Hospital
12. Valley View School
13. Vintage Hills School
14. Pleasanton Middle School
15. Pleasanton Senior Center
16. Valley Care Medical Center
17. Kaiser Permanente Medical Center



# THE PLEASANTON PLAN

Figure IX-1  
Sensitive Receptors





THE PLEASANTON GENERAL PLAN

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X. COMMUNITY CHARACTER ELEMENT





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## X. COMMUNITY CHARACTER ELEMENT

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### PURPOSE

The purpose of the Community Character Element is to identify the physical and social aspects of Pleasanton's unique identity and to establish a program to **preserve and enhance** those aspects which make the City special and distinct.

### EXISTING COMMUNITY CHARACTER

Pleasanton's community character is the physical reflection of its location, setting, and numerous design **decisions** made over time. It is an expression of **community values** as well as **constraints** as perceived at the time of each of those decisions. Some aspects of community character are the result of one-time actions while others have been adopted and repeated as traditions. The major contributors to Pleasanton's community character are discussed below and summarized in Figure X-1.

#### Setting

Pleasanton is situated in a tree-covered valley defined by surrounding hills. The generally undeveloped **hillside and ridgeline areas** which enclose Pleasanton create a scenic visual backdrop and provide a physical and visual separation from adjacent communities. This gives Pleasanton a strong **sense of individuality**. Surrounding hillside and open space areas, along with trees and other landscaping which have been planted over the City's history, also give Pleasanton a strong visual connection to the natural environment.

Pleasanton's physical evolution between 1850 and 1970 resulted in a **small-town feeling** with an **outlying rural atmosphere**. This is evidenced by the City's historic Downtown, older residential neighborhoods, Alameda County Fairgrounds, Happy Valley farming area, etc. This is a character which many residents cherish and desire to preserve and enhance. **Quality business park** development which occurred during the 1980's and 1990's also creates a design element which the City would like to perpetuate in harmony with its past.

#### Freeway and Natural Edges Conditions

Pleasanton's physical edges are a combination of hard infrastructure such as freeways and soft natural forms such as hillsides and other open space. These edges consist of the following.

**Interstate 580** forms a strong edge along the northerly boundary of Pleasanton. Gateways and buildings within the Hacienda Business Park create a distinctive impression, and the Hilton Hotel, with its rounded central tower, is a very prominent focal point. Tall monument signs oriented to the freeway are also becoming significant design elements. The Hacienda Business Park frontage on I-580, with its significant landscaping and no sound walls, contributes positively to the character of the City. Conversely, a somewhat negative image is created in areas where soundwalls with no landscaping exist.

The City's **Interstate 680** edge is more uniform than I-580 by virtue of the Alamo Canal being located along its easterly side. **Pleasanton Ridge** to the west provides a sense of containment, especially in areas where residences adjacent to the freeway are located below sight lines over the adjacent soundwalls. Signage along the freeway frontages is minimal. Overall, the treatment of this **Scenic Highway** with set back and landscaped soundwalls contributes in a positive way to Pleasanton's community character.

The **Foothill Road** area creates the western edge of the City. Although changing through increased housing development and street improvements, it is still **semi-rural in character** and closely connected to open space and the Pleasanton Ridge. Many sections of Foothill Road are narrow and follow natural contours. Hills and riparian corridor trees come very close to the roadway in many locations. The road is generally elevated in height above the rest of the City and provides at several locations a broad overview of the green valley below. Along Foothill Road, custom homes of varying size and style are set back substantially from the road and contribute to the impression of lower density development integrated with the adjacent natural environment.

The **southern edge** of the City still has a strong rural flavor with narrow roads, white open rail fences, farm structures, and animals, considerable open space, and many views of undeveloped hills. Historical names such as "**Happy Valley**" and "**Chicken Alley**" assist in identifying the area's uniqueness and past land uses. The Southeast Hills provide a major visual backdrop for South Pleasanton as well as the entire City.

Pleasanton's **eastern edge** is largely undeveloped. It is dominated by quarry lands

and the towering equipment at the **sand and gravel operations**. These land uses along with the Livermore Golf Course and Livermore Municipal Airport provide a major open space separation between Pleasanton and the adjacent City of Livermore.

## City Entries

---

City entries affect the way visitors see the community and are the "welcome home" points for returning residents. Pleasanton's entries are generally well designed but in some cases not distinctively different from other communities.

**I-580 entries** to the community are **typical** of most freeway interchange entries and generally have minimal visual distinction or uniqueness at the freeway exit itself. The Hacienda Drive area is the exception by virtue of views to the large Hacienda Business Park entry arch. As Hopyard and Santa Rita Roads continue toward the Downtown, they have elements of strong visual interest including street and median trees. There are, however, areas where occasionally, weak landscaping and exposed soundwalls detract from the overall image.

**I-680 entries** are more unique for their relative softness of appearance and landscape quality. Bernal Avenue is a very strong visual entry created by its large trees, swale median, and curbless edges, all reminiscent of the area's earlier rural character. Likewise, the Sunol Boulevard entry with its informal landscaping and relative absence of development close to the road has a soft, semi-rural feel. The Stoneridge Drive entry is not as distinctive in character, but nicely landscaped and includes a bridge structure over the Alamo Canal.



**Stanley Boulevard**, because of the major quarry land acreage to the east, provides a clear sense of entry to the City. Large trees along Stanley Boulevard, the creek bridge, landscaping, and the narrowing of the road width all contribute to a pronounced entry to Downtown Pleasanton.

**East Vineyard Avenue** passes through a semi-rural area bordered by hills and open space. Like South Pleasanton, it seems far removed from the more developed portions of the City. Some small vineyards and the vineyards at Ruby Hill establish the basis for potential future character enhancement.

### **Infrastructure**

---

Major elements of the City's infrastructure also affect the character of the community. These include the railroad corridors, arroyos and canals, and streets.

The "Y" form of the Southern Pacific and Union Pacific **railroad corridors** has influenced street and subdivision layouts in the past and continues to exert a strong influence on the character of the community. Most noticeable are the vistas to distant hills and Mount Diablo provided at road crossings of the corridors. They also influence perceptions of the community by focusing vehicular and pedestrian traffic along specific streets leading to the railroad crossings.

Pleasanton's **arroyos and canals** are defining features of the community which have influenced past development decisions and offer future open space linkage opportunities. Even more than the railroad corridors, they open up vistas to distant hills and provide open space within the heart of the City. In addition, they establish habitats for various forms of plant and wildlife and allow area for

trails. **Bridge crossings** of the waterways are significant visual elements. Although they have been landscaped and enhanced with special fencing within the Hacienda Business Park, some others have been treated in more of a utilitarian manner with solid railings and chain-link fencing. Some exceptions are the old Arroyo de la Laguna bridge at Bernal Avenue, and the Verona Road Bridge which is now limited to pedestrian use only.

The general **street patterns** of the City vary widely from the traditional grid of the Downtown to more typically suburban subdivision cul-de-sac patterns in newer housing developments. A much larger scale road pattern exists within the business parks. The **Bernal Avenue/Valley Avenue loop** loosely defines the older inner core of the City, centered on the Downtown. The City's main arterial streets all lead to the Downtown, further reinforcing that area as a major community focus.

### **Downtown**

---

Pleasanton's Downtown is a **treasure** that most older but growing communities have long since lost. It reflects the City's heritage and is a source of pride to its residents. Older commercial and residential buildings lend richness to the area, and new development has generally been designed to complement the older structures and reinforce the small-scale character. The historic buildings, street trees, many restaurants, special paving, and street furniture along with unique shops all enhance the pedestrian scale and attractiveness of Downtown Pleasanton. **Entries** to the Downtown, consisting of bridge crossings and well-landscaped streets, are distinctive with the potential for even further strengthening. In addition, Downtown is the location of **public buildings** providing services and information

to residents. These include the City Hall, Public Library, Veterans Building, and the Amador-Livermore Valley Historical Society Museum.

## Historic Resources

---

The **Downtown** contains most of Pleasanton's recognized historic resources. However, there are others, including the Alviso Adobe and the Century House, which serve as reminders of Pleasanton's heritage of more than a century and a half. Over 20 **individual buildings** have been recognized as historically significant. In addition to buildings, many heritage trees assist in giving Pleasanton a unique character and image which is often missing from other communities.

## Parks

---

The City is rich in park land with the Pleasanton Sports Park, Amador Valley Community Park, Augustin Bernal Park, Shadow Cliffs Recreation Area, Pleasanton Ridge Regional Park, school playgrounds, and many neighborhood parks. Some, such as Kottinger Park, provide distinctive linkages which enhance the feeling of community within their neighborhoods. Parks and City recreational programs facilitate by far the greatest amount of **community activity** in Pleasanton.

## Design Districts

---

Pleasanton includes many clearly identified design districts such as the Downtown, Hacienda and Bernal Corporate business parks, Alameda County Fairgrounds, Foothill Road area, etc. These areas assist residents and visitors in visualizing the **City's structure and layout** and provide residents with a sense of identity with the neighborhoods of the City.

The design compatibility of future structures within these districts will be important in order to preserve the distinctive character of each district.

## Architectural Style and Character

---

**Downtown** has the most distinctive architectural character within the community with its Victorian and "Mainstreet" buildings. The contemporary architecture and site planning of the **newer business parks** is also distinctive and expresses a strong image of progressive businesses with a concern for the working environment of their employees. Other buildings within the community vary in style and character but not abruptly since most of the growth has occurred within a recent compressed time frame.

The older residential areas of Pleasanton were designed according to the "**traditional neighborhood**" planning concept. This concept includes many of the planning principles that were popular during the early 1900's. Street patterns are based upon a "grid system" whereby traffic is disbursed throughout the community instead of being funnelled into arterial and collector streets. Neighborhoods are open and accessible to one another instead of being closed by way of cul-de-sacs and limited through-streets. Front yards serve as areas for neighbors to gather, rather than for parking cars. Porches are used in the front of homes as outdoor family gathering areas, instead of as garage entries. Streets are generally narrower, traffic slower, and large canopy street trees are emphasized.

## Landscape Character

---

Pleasanton generally has a very green, **well-landscaped appearance** with extensive informal plantings on private lots contrasted



with more formal public street landscaping. Many of the City's streets have developed, or are in the process of developing, a significant canopy of trees which is reminiscent of neighborhoods in older, mature communities. Along the arroyos and at the edges of the City, the planted landscaping generally blends well with the natural vegetation. Pleasanton's new business parks contribute significantly to the City's landscape character through the special attention they have given to the appearance of streets and intersections within their boundaries. Hacienda Business Park has created strong identifying features with its arch structures, landscaping at intersections, and special street signage. Other features, such as the entry fountain and sculpture at the Bernal Corporate Park, add visual interest and an overall sense of quality to the City, as well as distinctiveness to the special City subareas in which they occur.

### Public and Private Signage

---

The visual and informational **quality of signage** in Pleasanton varies widely. Public signage is generally background in character. Signage directing visitors to the Downtown lacks distinctive design and is somewhat ineffective because of the smallness of the lettering in the context of vehicular traffic speeds. Private signage varies from extremely well-designed and effective to visually weak and ineffective in achieving its purpose of identification and information transfer.

### Activity Centers

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The Downtown, Stoneridge Mall, Alameda County Fairgrounds, parks, schools, churches, and other centers, including institutional facilities like the Valley Care and Kaiser Medical Centers, all influence the character of Pleasanton and serve as **reference points for orientation** within the community. Significant

events and festivals involving large numbers of residents and visitors occur in some of these areas, and these activities, perhaps more than any physical features, express the **special character and spirit** of Pleasanton. These include the Alameda County Fair Parade, the Farmers' Market, Friday Night at the Park, the Tree Lighting Ceremony, Downtown Cruise Night, and many other activities and celebrations.

### Family Orientation

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**Family values** are very important to the community. The nurturing of children and support for seniors provided by the family structure has played a major role in making Pleasanton the community that it is today. Pleasanton provides numerous opportunities for families through activities and special events which appeal to all age groups and bring families into contact with one another. Centers for family activities include parks, religious facilities, theaters, restaurants, the Alameda County Fairgrounds, schools, etc. The preservation and support of family values is considered vital to maintaining a thriving community in years to come.

### URBAN DESIGN ENHANCEMENT PLAN

The Urban Design Enhancement Plan, summarized in Figure X-2, is intended to serve as a visual depiction of specific actions to be implemented by the policies and programs contained within the Community Character Element. The purpose of the Plan is to establish a framework for the preservation and enhancement of the City's **unique community character**. Major components of the Urban Design Enhancement Plan are presented below.

## **Downtown Enhancement**

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The uniqueness of Downtown Pleasanton and its role as a **major focus** of the community should be preserved and enhanced through public actions and coordination of private sector improvements. Preparation of a specific plan for the older residential neighborhoods outlying the Downtown is addressed in the Land Use Element. **Entry improvements** including special lighting, landscaping, and signage should be used to more clearly identify the major roadway entries to the Downtown and reinforce its heritage and appearance. Alternatives for a Downtown activity focal point such as a "**town square park**" or other public open space area should be studied to serve as a location for community events and/or special activities, as discussed in the Land Use Element. Careful attention would, however, have to be given to not disrupting the retail continuity along Main Street. Preparation of a historic preservation ordinance as provided in the Conservation and Open Space Element should be adopted to address the preservation of structures possessing special historic quality on a site-by-site basis. In addition, owners of buildings in and around the Downtown which have special architectural potential, but which may not be listed as structures of historic landmark significance, should be encouraged to retain such buildings wherever possible. Restoration of ornamentations and details removed during previous remodellings should also be encouraged.

Special sidewalks, lighting, signage, and street furniture should be encouraged to extend the Downtown's pedestrian village character beyond Main Street into adjacent commercial and residential areas to strengthen and broaden the feeling of this unique district.

## **City Entries Enhancement**

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Street entries to the City should reinforce Pleasanton's unique character, exemplify residents' pride, and welcome visitors. **Quality signage and landscaping** should be considered at all major entries from freeways and surrounding communities.

## **Arroyo del Valle Enhancement**

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The Arroyo del Valle is a natural waterway which runs through Pleasanton and touches the northern edge of the Downtown. Some pedestrian access is currently available along the Arroyo, and considerably more is planned by the Community Trails Master Plan. Additional study should be given to the Arroyo and improvements considered as part of a comprehensive plan to enhance resident awareness of this unique asset and to **integrate it more fully into the urban design fabric** of the City.

**Bridge crossing improvements** to open up views of the Arroyo along with special lighting, improved signage, and appropriate landscaping at the Bernal Avenue, First Street, Santa Rita Road, Division Street, and Valley Avenue crossings should be considered. This could enhance the entries to the Downtown and increase awareness of the Arroyo's existence and visual richness.

**Wildlife habitats** along the Arroyo should be identified to ensure that plans for increased visibility and access are consistent with the preservation of these areas. Special efforts should be made to ensure that future flood control activities maintain the natural character of this waterway.

Improved pedestrian walkways along the Arroyo should be developed to provide a safe



and convenient **pathway through the City**, separated from vehicular traffic. Greater awareness of access points to the Arroyo should be provided through special signage and visual connections between the street level and the Arroyo.

Downtown uses, such as restaurants, should be encouraged to **orient activity areas** and outdoor decks to the Arroyo. Other uses should also integrate the Arroyo into their design through view windows looking out over it or by other means.

### **Improved Public Signage**

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Improved street identification and directional signage should be considered along **major arterials** within the City to enhance the special visual character of the community and to assist residents and visitors in easily finding important destinations. Signs to the Downtown, Fairgrounds, Sports Park, historic structures, and other public places should be distinctively designed to reflect the unique character of Pleasanton.

### **Street Landscaping Enhancements**

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**Major arterial streets** leading to the Downtown, specifically Sunol Boulevard, Bernal Avenue, Hopyard Road, Santa Rita Road, and Stanley Boulevard, should be considered for enhanced landscaping. Portions of these streets are currently well-landscaped; however, improvements to other sections adjacent to the Downtown have generally been deferred. Additional street tree and median plantings should be supplemented with landscaping to **soften the appearance of existing soundwalls** where landscaping does not currently exist.

### **Design Standards**

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In the coming years, the design of new development will remain very important. As more infill development takes place and construction occurs at the edges of the City or in close proximity to the hills and open space, careful design attention will be necessary to protect the community character.

Design standards would be useful for the **Vineyard Avenue Corridor Area**. Special attention should be given to maintaining a semi-rural character along Vineyard Avenue. Care should be taken to ensure sensitive design on hillsides. Architecture and landscape design should be reflective of the outlying Livermore Valley wine country. Design standards should also be adopted for the **Happy Valley Area**. Emphasis here should be placed on preserving the semi-rural character in terms of rural road design, architecture, fence design, etc.

Design standards would assist in the development of hilly areas. The sensitive placement of homes, grading of building sites, architecture, and landscaping will continue to be very important considerations. General standards for development on hillsides, regardless of location, should be considered as complementary to standards for specific areas such as the Vineyard Avenue Corridor Area.

**New commercial development** and the renovation of existing commercial properties has the potential for substantially influencing community character in both positive and negative ways. Current review and approval of project designs relies heavily upon precedent, and changes to development and signage proposals are more difficult to achieve after property owners have invested considerable time and money into professional

fees and processing. Commercial design standards would be helpful to give **better up-front direction to developers and property owners relative to community expectations**. Special consideration should also be given to sign design standards to control and enhance the community's image, particularly along the freeways.

Finally, residential design standards would also benefit the City. Increasingly, residential development is becoming more automobile oriented and less neighborhood. Residential design standards should be considered to address the differing conditions within the

City. **Traditional neighborhood planning** should be encouraged in areas where such principles will not conflict with surrounding development patterns or the physical conditions of the site.

### **Community Character Goals, Policies, and Programs**

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The following goals, policies, and programs, in addition to those contained in other Elements, constitute an action program to implement the objectives described in this Element.



## X. COMMUNITY CHARACTER GOALS, POLICIES, AND PROGRAMS

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### Downtown Pleasanton

Goal 1: To preserve and enhance **Downtown Pleasanton** as a major focus of the community.

Policy 1: Encourage the retention and enhancement of **older buildings** of historical importance and architectural heritage.

Program 1.1: Expand the City's low-interest commercial **rehabilitation loan program**.

Program 1.2: Assist property owners by providing **design assistance** for facade improvements.

Policy 2: Improve the visual appearance of the **Downtown**.

Program 2.1: Adopt a plan to improve the visual appearance of **major street entries** to the Downtown with special landscaping, lighting, and signage.

Program 2.2: Adopt a Downtown **street tree** planting and maintenance program.

Program 2.3: Concentrate immediate **Building Code enforcement** efforts on the old residential areas of the Downtown.

Policy 3: Maintain the scale and character of the **Downtown**.

Program 3.1: Require the height, mass, setbacks, and architectural style of new buildings to be reflective of the current Downtown **scale and character**.

Policy 4: Enhance the Downtown as a focus of **community activity**.

Program 4.1: Study ways in which to encourage additional parades, ceremonies, outdoor markets, and other **community activities**.

### Arroyo del Valle

Goal 2: To enhance the appearance and usability of the **Arroyo del Valle**.

Policy 5: Encourage **commercial development** with frontages on the Arroyo to orient outside activity areas, decks, and views to the Arroyo.

Program 5.1: Conduct and inventory of sites which possess the potential for **orienting to the Arroyo**, and provide **suggestions** to property owners for additional integration of uses with the Arroyo.

Policy 6: Provide continuous **trail** access along the Arroyo del Valle.

Program 6.1: In conjunction with trails proposed on Figure III-9 of the Circulation Element, prepare an inventory of wildlife habitats and other conditions along the Arroyo, and develop a plan for **increased pedestrian access** which is sensitive to wildlife habitats and the privacy of adjacent residents.

Policy 7: Encourage the **visual enhancement** of the Arroyo as it passes through the City.

Program 7.1: Improve the appearance of **bridges** over the Arroyo with new railings, landscaping, lighting, and signage.

Program 7.2: Study the potential of **greater access** to and use of the Arroyo near Main Street.

Program 7.3: Promote strategies for improving the **cleanliness** of the Arroyo.

### City Entries

Goal 3: To enhance the appearance of major **City entry streets**.

Policy 8: Improve the **visual quality** of entries to Pleasanton.

Program 8.1: Adopt a plan to install **distinctive landscaping** and possibly signing at major street entries to the City.

Program 8.2: **Land use planning** in areas adjacent to City entries should be particularly sensitive to aesthetic considerations.

Policy 9: Provide significant **landscaping** along all arterial streets leading from City entries to the Downtown.

Program 9.1: Complete and infill the **street tree and median landscaping** along major streets leading to the Downtown.

Policy 10: Soften the visual appearance of existing **soundwalls**, where feasible, and require the treatment of future soundwalls with landscaping and design features.

Program 10.1: Inventory existing soundwall conditions within the City and prepare a plan for additional landscaping and/or other **beautification improvements**.

Program 10.2: Prepare **design standards** for future decorative soundwall construction and landscaping.

Policy 11: Improve the appearance of existing **bridges**.

Program 11.1: Inventory existing bridge conditions and prepare a plan for improving their **appearance**.

Policy 12: Improve street identification and directional **signage** along major entry streets to the City.

Program 12.1: Conduct an inventory of existing conditions and prepare a **plan** for new street and directional signage along major streets leading to the Downtown.

### Distinctive Neighborhoods

Goal 4: To preserve and enhance the City's **distinctive neighborhoods** and activity centers.

Policy 13: Enhance the quality of new commercial, office, and industrial development and encourage the **upgrading** of older commercial centers.

Program 13.1: Prepare city-wide **commercial, office, and industrial design standards** to include site planning, architectural design, signage, and outdoor lighting.

Program 13.2: Develop design standards for **freeway frontage signs**.

Program 13.3: Institute and **Annual Design Awards Program** to recognize new and remodeled projects of special quality.

Policy 14: Discourage **franchise** and prototype architecture and signage.

Program 14.1: Develop a procedure to work with development applicants to modify **formula design** to more closely relate to and reinforce the special character of Pleasanton.

Policy 15: Maintain the quality, character, and **distinctiveness** of existing neighborhoods.

Program 15.1: Prepare city-wide **residential design standards** to strengthen the scale and character of neighborhoods.

Program 15.2: Prepare a plan to preserve and enhance the distinctiveness of **special neighborhoods and districts** within the City.

Program 15.3: Encourage the use of **traditional residential neighborhood planning** in areas where such principles will not conflict with surrounding development patterns or the physical conditions of the site.

### Open Space

Goal 5: To preserve the **open space** character at the edges of the City.

Policy 16: Require the design of new residential development in hillside areas to complement the **natural appearance** of the open space.

Program 16.1: Adopt **hillside design standards**.

### Vineyard Corridor

Goal 6: To enhance the special visual quality of the **Vineyard Avenue Corridor Area**.

Policy 17: Preserve the natural appearance of hillsides, promote a **wine country** architectural and landscape design character, and enhance the natural riparian appearance along the Arroyo del Valle.

Program 17.1: Adopt **design standards** for the Vineyard Avenue Corridor Area.

### South Pleasanton

Goal 7: To preserve and enhance the semi-rural character of **South Pleasanton**.

Policy 18: Preserve the **semi-rural** character of the Happy Valley area.

Program 18.1: Adopt **design standards** for public and private development in the Happy Valley area.

### Housing Maintenance

Goal 8: To reinforce a city-wide image of attractiveness and **well-maintained housing**.

Policy 19: Encourage residential property improvements and the maintenance of **attractive residential street frontage yards**.

Program 19.1: Sponsor an Annual Yard and Vacant Lot **Clean-Up Day**.

Program 19.2: Actively implement the City's low-interest residential **rehabilitation loan program**.



Program 19.3: Establish an **annual awards** program to recognize individual and neighborhood efforts in improving home and yard appearance.

### Community and Family Activities

Goal 9: To preserve and support **community and family activities**.

Policy 20: Promote **facilities** and activities which accommodate community and family use.

Program 20.1: Study and implement measures to encourage additional parades, ceremonies, outdoor markets, and other **community activities**.

Program 20.2: Encourage commercial, recreational, social, and cultural events and uses which are enriching to **family life**.

## DEFINITIONS

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**Design Standards** - Guidance prepared in written and graphic form to inform property owners as to the community's expectations regarding site planning, architecture, landscaping, signage, and other design matters. Design standards also give City approval bodies and staff specific criteria for use in the review of development proposals.

**Directional Signage** - Signs placed in public right-of-ways to assist motorists and pedestrians in locating specific destinations within the City.

**Design Districts** - Sub-areas of the City which have specific identifiable borders and/or common elements of layout, architectural style, or landscaping which establishes an image of uniqueness for these areas.

**Facade Improvements** - Building and signage modifications which upgrade a building's appearance and better relate it to the surrounding structures.

**Franchise Architecture** - Building and sign designs for commercial business chains which seek to make their buildings appear generally the same, regardless of location, in order to use the structure itself as a part of the corporate identity and marketing plan.

**Infrastructure** - Basic installations and facilities on which the continuance and growth of a community depend, such as streets and utilities.

**Linkages** - Connections between and among areas. Linkages may be physical, such as streets, bike paths, and creeks, or may be visual, such as similar architecture or landscape characteristics.

**Scale** - The size and proportion of buildings and individual building components in relation to those of adjacent buildings and to humans.

**Semi-rural** - Characteristics of an area which was once devoted to agriculture or open space uses and has undergone a limited amount of urbanization, but still retains significant features from its former primary uses. Often characterized by narrow and winding roads, open fencing, low-intensity development patterns, and an informal architectural and landscape character.

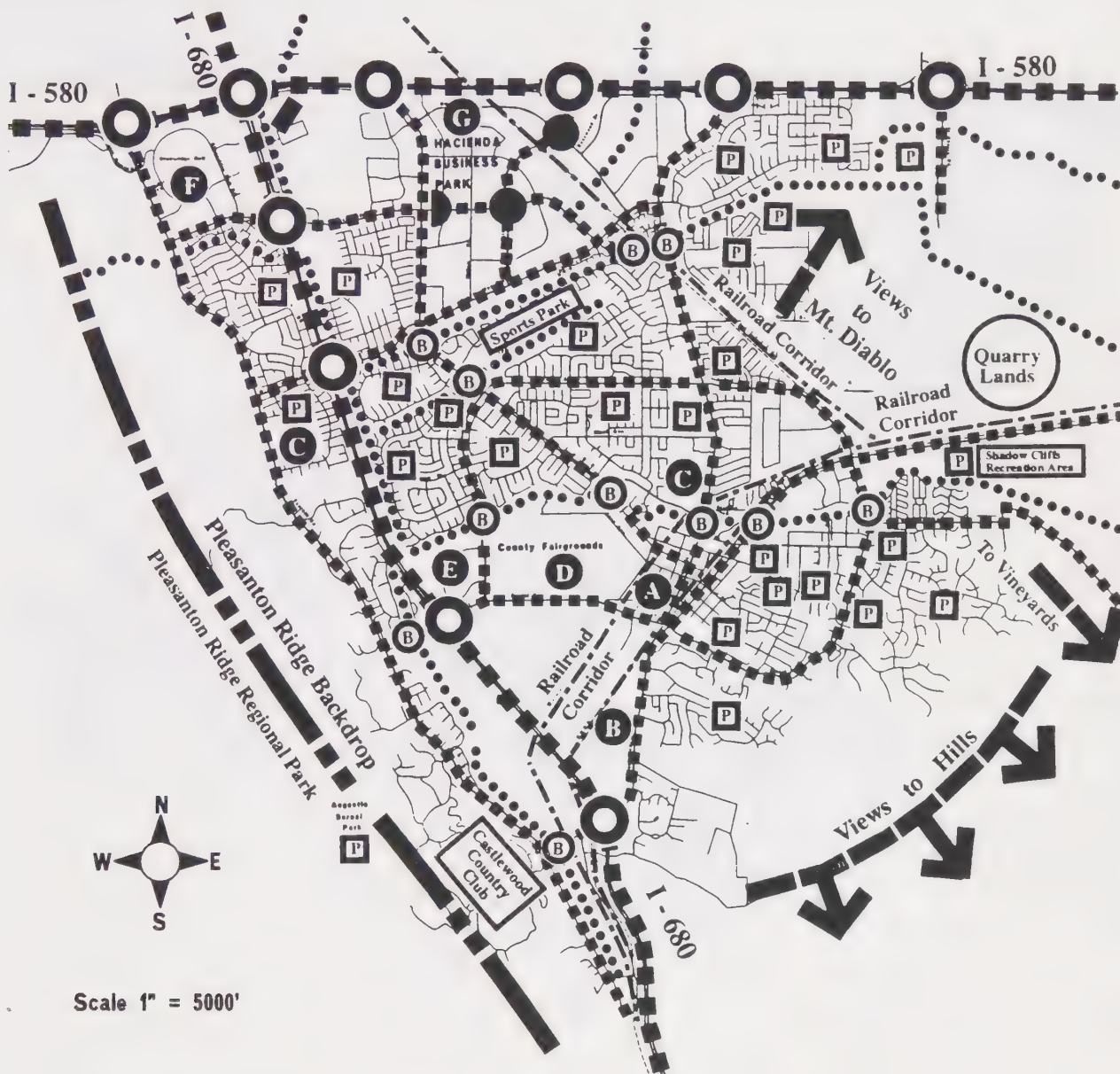
**Signage** - Advertising, directional, and informational signs or other elements used as signs to promote businesses and products as well as to provide important information to passing residents and visitors.

**Soundwall** - A permanent wall usually placed along the edge of a major street which is intended to shield adjacent uses, usually residences, from the noise generated by passing traffic.

**Street Furniture** - Benches, trash containers, information kiosks, landscaped planters, bus shelters, and similar objects for use by the public in or adjacent to areas of pedestrian traffic.

**Town Square Park** - Plaza or park which provides a visual and/or activity focal point for the Downtown.

**Urban Design** - The conscious layout of land uses and site and architectural components with respect to their relationships to the topography, climate, natural environment, and other development. Urban design includes the physical planning and design of infrastructure, architecture, landscaping, public spaces, signage, street furniture, and similar elements.



### Plan Key

- ■ ■ Interstate Freeway
- ■ ■ ■ Arterial Street
- ..... Creeks and Canals
- Freeway Interchange
- Waterway Bridge
- Park
- Special Urban Design Feature

### Important Activity Centers

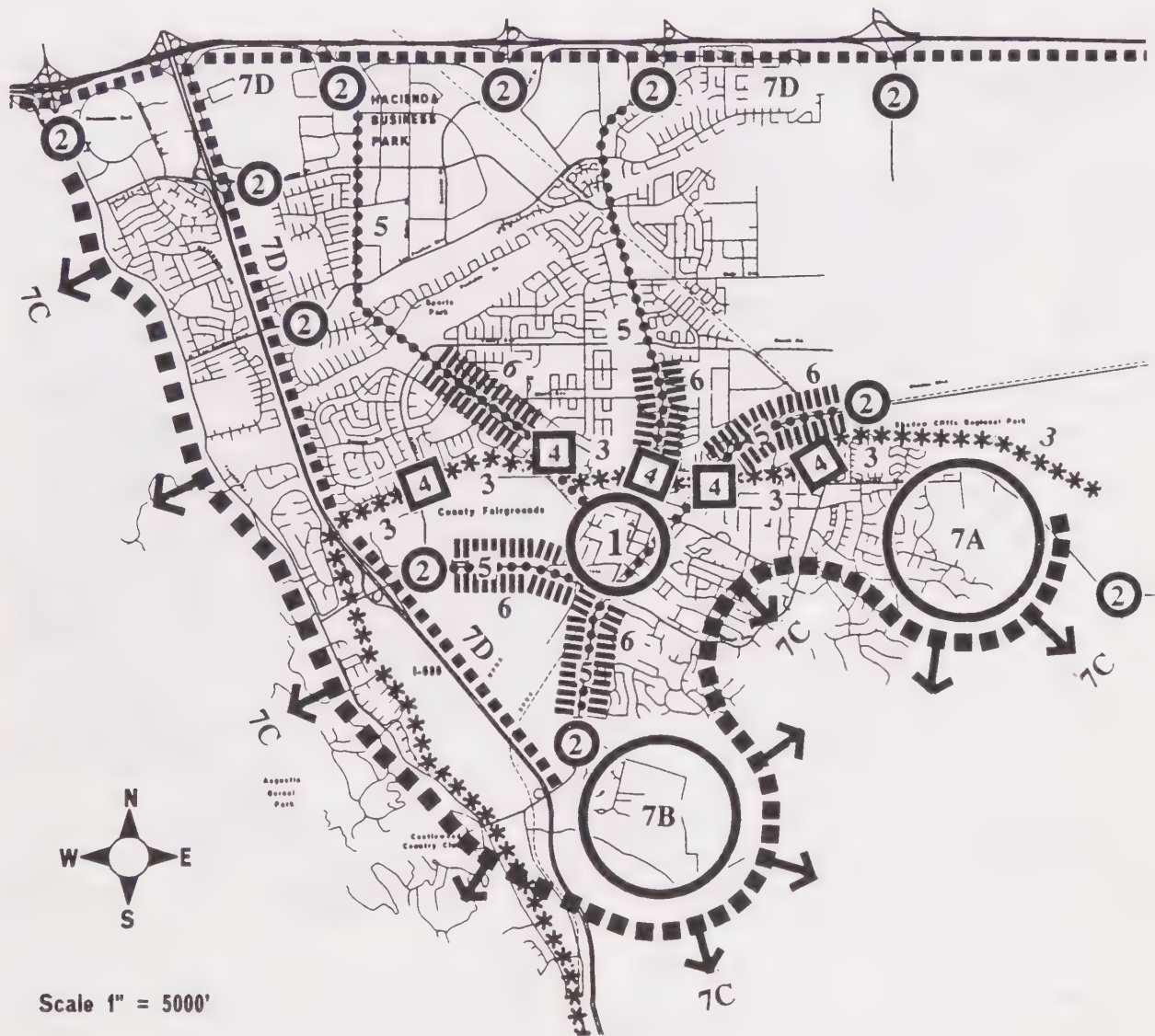
- A Downtown
- B Senior Center
- C High Schools
- D County Fairgrounds
- E Bernal Corporate Business Park
- F Stoneridge Mall
- G Hacienda Business Park

# THE PLEASANTON PLAN

**Figure X-1**  
**Community Character**  
**Components**







1. **Downtown Enhancement**
  - Downtown Entry Signs/Monuments
  - Development of a "Main Street Square"
  - Extension of "Village Pedestrian Character"
  - Retention of Distinctive Commercial Buildings
  - Enhancement of Residential Neighborhoods
2. **City Entry Monuments & Landscaping**
  - Distinctive Entry Statements
3. **Arroyo Del Valle Enhancement**
  - Improve Residents' Awareness of the Arroyo
  - Improve the Arroyo's Access & Appearance
4. **Arroyo Bridge Crossings Enhancement**
  - Lighting
  - Open Railings
  - Landscaping
  - Signage
5. **Improved Public Signage**
  - Street Signs
  - Directional Signs

6. **Street Landscaping Improvements**
  - Bernal Avenue
  - Sunol Boulevard
  - Stanley Boulevard
  - Santa Rita Road
  - Hopyard Road
7. **Design Guidelines**
  - 7A. Vineyard Avenue Area Design Guidelines
  - 7B. Happy Valley Area Design Guidelines
  - 7C. Hillside Design Guidelines
  - 7D. Commercial Development Guidelines
    - Site Planning
    - Architectural Design
    - Freeway-Oriented Signage
    - Other Signage
  - 7E. Residential Design Guidelines

# THE PLEASANTON PLAN

**Figure X-2**  
**Community Character**  
**Enhancement Plan**





THE PLEASANTON GENERAL PLAN

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XI. ECONOMIC AND FISCAL ELEMENT





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## XI. ECONOMIC AND FISCAL ELEMENT

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### PURPOSE

The purpose of the Economic and Fiscal Element is to enhance the community's economic base, maximize the effectiveness of the City's public facilities, maintain a stable City revenue system, recover the cost of public services and facilities at General Plan buildout, and annually balance the City budget.

### LOCAL ECONOMY

#### Historical Perspective

---

By the time Pleasanton incorporated in 1894, it had grown from a **homesteading settlement** along the transcontinental railroad into a community with an **agrarian economy** based on dairies, roses, grain, hay, and hops. It generally stayed this way until the 1960's and 1970's when it evolved into a **suburban bedroom community** with a population base to attract jobs. Kaiser Aluminum and Chemical, Clorox Technical Center, and Farmers Insurance located in Pleasanton during this time. By the 1980's, available land and proximity to I-580 and I-680 attracted additional development. Seven major business parks, a regional shopping mall, five hotels, and a variety of retail, office, and service centers were constructed. As a result, Pleasanton became a **regional job center**. By 1984, the City was growing rapidly, and employment was expected to double by 1995. However, Pleasanton was not immune to the "recession" of the early 1990's. Employment growth stagnated during this time period.

With a revitalizing national and State economy, Pleasanton's economy is now expected to improve with a steady but modest increase in jobs through the end of the century.

#### Current and Projected Economic Conditions

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Pleasanton's economic trends by industry are presented in Table XI-1, as developed by the Association of Bay Area Governments (ABAG). Although the growth rate and buildout projections are somewhat different from those projected by the City, Table XI-1 provides a helpful illustration of the relative mix and trends of businesses in Pleasanton. This table illustrates that **retail, service, and "other"** are the dominant employment sectors. The mix of businesses has changed since 1980 with the greatest percentage of increase occurring in services industries. This is due to growth in all service industries, but most significantly in hotels, health, and business services. Retail is also a strong and varied sector in the Pleasanton economy. The "other" category continues to be substantial because of its diverse components which include construction, communications, transportation, finance, insurance, real estate, and government.

The prognosis for **Pleasanton's economy** is positive based upon current market activity. The availability of commercial, office, and industrial floor space diminished substantially during 1995, and the vacancy rate reduced to

about five percent. For the first time in five years, a speculative office building was constructed.

The outlook for historic **Downtown Pleasanton** is very good. Since the reconstruction of Main Street in 1993, a distinct market niche has developed, and the tenant mix has broadened. Buildings have been renovated, and new quality construction is occurring.

**Tourism** is also becoming a more important sector of the economy. Tri-Valley cities are now considering an agreement that would convert the Pleasanton Convention and Visitors Bureau into a Tri-Valley bureau. This would provide a broader base for attracting events, conventions, and the film industry to the Tri-Valley area.

Pleasanton's quality community, transportation accessibility, advanced infrastructure, public safety service, and highly educated work force are attributes that help **retain and attract employers**. The economic goals and policies of this Element have been developed to achieve continued diverse economic activity for Pleasanton.

## CITY FINANCES

### Fiscal Environment

With the strong **economic growth** that took place during the 1980's, there was little difficulty keeping pace with the increased cost of City goods and services from locally generated revenues. The growth in property tax and sales tax revenues which resulted from growth in housing and business provided for the enhancement of existing services and the addition of new ones. However, during the

first half of the 1990's, the City saw the growth in population and correspondingly, the growth in property and sales tax revenues occur at a slower rate. In addition, Pleasanton was affected by the statewide recession and its impact on the State's fiscal situation.

Although growth in the City's **revenue base** is projected for the short term, the rate is expected to decline as Pleasanton approaches buildout. It will become statistically more difficult to continue to enhance services at the same rate as in the past. However, with the diverse economic portfolio of the community, and prudent financial goals and policies in place, the City will be better equipped to continue to maintain local services than many other communities. As a result of responsible land use planning in the past, the community has a strong mixture of commercial and retail services which help provide a revenue stream that is less affected by a decline in any single revenue source. The financial goals, policies, and programs contained in this Element are intended to ensure this strength endures into the future.

With the arrival of BART in 1996 and significant retail zoning in the Hacienda Business Park, considerable retail development along the I-580 corridor can be expected in the coming years. Continued construction and sale of homes in the Ruby Hill development will also add to the City's property tax revenue. While the net impact of pending development is expected to be fiscally positive for the City, significant **increases in services** will also be required, including increased police patrols to serve Pleasanton as a temporary end-of-the-line BART station and an emergency response facility in the Ruby Hill area.

There continues to be mixed information regarding the sustainability of the State's



improving financial condition. At some point, the City is likely to see impacts (positive or negative) from the changing Federal/State/County relationships and responsibilities. Therefore, the City still has many **financial unknowns** to face in the future that are beyond its control. Future State financial problems could again potentially impact cities. Any statewide revenue restructuring plan might ultimately result in the loss of tax revenue to Pleasanton, in particular, if it should include a reallocation of sales tax. The City's best defense against these unknowns is to maintain as diverse a revenue base as possible, with little reliance on outside sources. This philosophy is expressed in many of the goal and policy statements contained in this Element.

### **Budgetary Structure**

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The City routinely prepares two budgets. The first is the **Operating Budget**, which is its comprehensive financial plan for providing all programs and services to the community. The second is the **Capital Improvement Program Budget**, which is a five-year plan outlining major capital expansion, improvement, and replacement projects, including infrastructure and facilities.

The City segregates different types of revenues and expenditures into "**Funds**." A Fund is an entirely separate accounting entity. Each Fund has been established because of some restriction on the use of resources received by the Fund, or by the need to separately budget and account for its activities.

Funds are organized into the following seven types:

- General Fund
- Enterprise (Utility) Funds
- Debt Service Funds
- Internal Service Funds
- Trust and Agency Funds
- Special Revenue Funds
- Capital Project Funds

The **Fund structure** is required by governmental accounting standards and serves the City in providing the framework for meeting many of the financial goals and policies stated in this Element. Specifically, it allows the City to segregate development-related revenue from other revenues to help ensure that the City meets its goal of recovering capital costs necessitated by buildout of the General Plan. It also allows the identification of future replacement costs to ensure that adequate funding is a part of any balanced budget plan. It provides the information necessary for the City to complete fee and rate studies which accurately spread costs to the appropriate users. It also segregates and identifies the City's revenue sources, providing information to help the City meet its goals of maintaining a diversified and stable revenue base. Lastly, the Fund structure facilitates the ongoing review of the City's financial condition.

### **Historical and Projected General Fund Trends**

---

The City's **General Fund** experienced major growth in the prior decade as shown in Figure XI-1. The City's sales tax growth, however, leveled off in the early 1990's to a rate near that of inflation in contrast to the double digit percentage increases experienced in the late 1980's, as shown in Figure XI-2. Property and sales taxes were the two largest

sources of local revenue. Both are expected to continue to grow in the short term, but at a slower rate than in the prior decade. Pleasanton, because of its diversified retail base, has historically been spared the major loss of sales tax dollars experienced by many other localities.

In addition to many storefront retailers, the City receives significant **sales tax** dollars from construction related industries and business-to-business retail transactions. The downside to the latter two types of transactions is their sensitivity to the ever-changing market. With the reduction of property tax dollars to cities during recent years, the importance of sales tax revenue has grown, thereby creating intense competition for retailers, as well as allocation disputes between agencies. With the future development of vacant commercial land in Pleasanton, the City will experience the opening of many new sales tax generating businesses. However, as more retail develops in the I-580/I-680 corridors from Livermore to Dublin and from Dublin to San Ramon, saturation will begin to occur. Because of the increase in **retail outlets** in neighboring cities and the remote possibility that the State will redistribute some of the City's sales tax dollars in the future, it is unlikely that Pleasanton will soon, if ever, see the growth in sales tax revenues that it did last decade.

The 1995-96 fiscal year marked the first year since 1983 that **property assessments** grew in Alameda County at less than the two percent maximum increase allowed by the State. However, the City expects to begin seeing the positive impacts from the Ruby Hill development in the property tax revenues in 1996-97. Figure XI-3 shows the growth rate of property taxes.

Decreases in **assessed value** after the 1990-91 fiscal year reflected a significant loss of property tax dollars to State tax shifts. However, even without these shifts, the percentage growth of property taxes in the 1990's is still not close to the level in the 1980's, when Pleasanton was at the peak of its growth period. This is a predictable trend as the City approaches buildout. Figure XI-4 illustrates the importance of property and sales tax revenues to the City's General Fund.

As previously indicated, **sales tax** is expected to outpace **property tax** revenue growth in the coming years. Sales tax is already the second largest source of revenue and will continue to grow with inflation. Property taxes, however, are limited to two percent annual growth annually unless a property is sold or transferred, at which time it is reassessed at market value.

Other significant sources of **general purpose revenue** to the General Fund are hotel/motel taxes, motor vehicle license fees, business license taxes, and interest income. Fee revenues recover all or a portion of building inspections, engineering and planning services, and community service activities and facility rentals.

### City Financing at General Plan Buildout

With pending retail saturation and the limitations on property tax growth, the other sources of revenue identified above, as well as potentially new ones, will play an increasingly important role in the City's financial structure. The diversity of the **revenue system** as well as its self-reliance will remain key factors in ensuring Pleasanton's long-range fiscal health. New revenue sources will need to be explored. The City should be proactive in monitoring legislation that may financially



impact it. Ongoing review of user fees will be necessary to ensure that costs are paid by the appropriate users. Prudent asset management and aggressive revenue collection, as well as the delivery of services in the most cost effective manner, will be important factors in minimizing burdens to the taxpayer.

In order to ensure that new development pays for its share of capital facilities and infrastructure, the City must identify the appropriate funding sources for each capital project. Each project should be analyzed to determine whom it will serve and who should pay for it. Through **fee studies** and efficient accounting, the City can ensure that development fees pay for those portions of projects which are needed to serve new development. The remaining portions of projects that serve existing residents and businesses can then be funded appropriately by General Fund reserve, gas taxes, water/sewer rate revenue, and grants if they are available.

Current **development fees** include the residential construction tax, growth management fee, capital improvement fee, lower-income housing in-lieu fee, park dedication in-lieu fee, and water/sewer connection fees. These are intended to recover new development's share of needed public facilities and infrastructure. In addition, the bonds which financed many streets, freeways, water, and other improvements are being paid through annual assessments on many of the business park properties and other commercial areas.

### **Balanced Budget**

---

Despite the State recession's impact on the City's finances in the last five years, the City has still been able to maintain a **balanced budget annually**, while maintaining service

levels and making significant contributions to capital projects. The City was able to accomplish this through prudent financial management and efficient service delivery. Revenues were maximized through better collection and monitoring techniques and better cash flow management. Operations were streamlined and reorganized to eliminate duplication and inefficiency, as well as to take advantage of technology advances.

To ensure the City's **long-term fiscal health** and to not place a future burden on the City's resources and taxpayers, a balanced budget is essential. To ensure a balanced budget, the City must use its current resources to meet current obligations, making sure that debt is minimized and that deferred costs are recognized as current expenses.

To aid the City in **structuring a balanced budget**, revenue sources must be properly identified and matched with their intended purposes. Balancing future budgets will be facilitated by the City setting aside funding for obligations when they are incurred to ensure payment at the appropriate future time. The City can lessen the burden on future taxpayers by utilizing debt only for acquiring long-term capital and when it is cost effective. Reserves must be established for known future obligations as well as the unknown. The City must continue to search for the most cost effective means of delivering services and to refine and improve its budget process.

### **Economic and Fiscal Goals, Policies, and Programs**

The following goals, policies, and programs, in addition to those contained in other Elements, constitute an action program to implement the objectives described in this Element.

## XI. ECONOMIC AND FISCAL GOALS, POLICIES, AND PROGRAMS

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### Economic Base

Goal 1: To retain and expand Pleasanton's **economic base**.

Policy 1: Enhance Pleasanton's diversified economic base through an aggressive business **retention and expansion** program.

Program 1.1: Establish a business **retention and expansion program** to identify needs and constraints to current business operations, and to acknowledge the contributions and importance of existing businesses.

Policy 2: Actively **recruit and attract** businesses and industries which are compatible with the General Plan and consistent with the environmental holding capacity of the land and surrounding land uses.

Program 2.1: Identify a desirable **mix of businesses** that will produce tax revenue on a continuing basis.

Program 2.2: Implement a targeted **business attraction program**, incorporating a focused marketing effort, to assist businesses with the potential to locate and invest in Pleasanton.

Program 2.3: Work with businesses and employment recruiters to establish a process to **recruit Pleasanton and other Tri-Valley residents** for local employment opportunities.

Program 2.4: Distribute **marketing information** to developers and realtors which identifies the City's service needs and potential sites suitable for those uses.

Program 2.5: Enhance the **efficiency** of the City's service delivery and permitting process.

### Public Facilities

Goal 2: To capitalize on the use of the City's existing **public facilities** and to develop additional revenue generating public facilities.

Policy 3: Ensure that public facilities and infrastructure are **maintained and developed** to support future business needs and ensure reliable service.

Program 3.1: Establish a **partnership** with service and utility providers to meet current and future business needs.

Program 3.2: Provide for **optimal maintenance** of capital improvements and schedule equipment for future replacement at the most cost effective time.

## Revenue System

Goal 3: To maintain a diverse and stable **revenue system**.

Policy 4: Undertake programs which will **diversify** and help to keep the City's revenue system stable from short-term fluctuations in any one revenue source.

Program 4.1: **Investigate** potential new revenue sources, particularly those which will not add to the tax burden of residents or local businesses.

Program 4.2: Work proactively with the League of California Cities and local communities to **monitor legislation** that may impact the City financially.

Program 4.3: Ensure that Federal, State, and County-mandated programs and projects have **sufficient funds** appropriated.

Program 4.4: Promote a varied **mix of land uses** to ensure a broad revenue base through proactive land use planning and zoning.

## Cost of Services

Goal 4: To **recover** the direct and indirect **costs** of providing services and facilities necessitated by the buildout of the General Plan through a combination of fees, impact fees, and an evaluation of long-term economic benefits.

Policy 5: Recover the costs of new facilities and infrastructure necessitated by **development**.

Program 5.1: Establish programs consistent with State law to determine appropriate **development impact fees**. Consider current and future costs and direct and indirect costs to the extent allowable and reasonably determinable.

Program 5.2: Establish a policy which determines if and when fee **waivers** or other financial allowances should be made when the benefits derived from the development, both direct and indirect, exceed expected costs.



Policy 6: Impose **user fees** when appropriate.

Program 6.1: Require large developments to prepare a **fiscal analysis** which measures direct and indirect costs and benefits to the City.

Program 6.2: Adopt a **user fee policy** which establishes desired levels of cost recovery and determines the minimum frequency of user fee reviews.

Program 6.3: Establish a **user fee analyses** program which bases calculations on actual costs including overhead.

Policy 7: Assure that **Sewer and Enterprise Funds** remain financially independent.

Program 7.1: **Review** Sewer and Enterprise Fund **rates and charges** at least biannually.

Program 7.2: **Set** Sewer and Enterprise **rates and charges** at a level which will support the total direct and indirect costs of the enterprise, including the provision of long-term capital replacement.

### Balanced Budget

Goal 5: To guarantee a **balanced annual City budget** and ensure that the City exists within its means and maintains adequate reserves in anticipation of known and unknown future obligations and insulates the budget as much as possible from the diversion of revenues away from Pleasanton to other levels of government.

Policy 8: Maintain a **balanced budget**.

Program 8.1: Adopt an **operating budget** that funds current year expenditures with current year revenues. Surplus fund balances (those in excess of minimum reserves established in the City's formal reserve policies) may be used to increase reserves, fund Capital Improvement Projects, or be carried forward to fund future years' Operating Budgets when necessary to stabilize services and fund capital outlay.

Program 8.2: Prohibit the use of **long-term debt** for current operations.

Program 8.3: Prohibit the use of **short-term borrowing** to support routine operations, provided however, that it may be used to meet temporary cash flow needs.

Program 8.4: Deliver services in the most **cost effective** manner.

Program 8.5: Utilize the services of **volunteers** in areas where it is economically viable.



Program 8.6: Include **budget objectives** for each operating program in the budget which identify the service and resources being provided to accomplish the specified objectives.

Program 8.7: Fully **account** for and apportion all costs, fees, and General Fund transfers associated with Enterprise Funds.

Program 8.8: Prepare **periodic financial reports** of actual revenue received, for review by the City Council, to provide information on the status of the City's financial condition.

Policy 9: Establish, dedicate, and maintain **reserves** to meet known and estimated future obligations.

Program 9.1: Adopt a **financial policy** which establishes a prudent level of reserves for future unexpected expenses and revenue declines.

Program 9.2: Establish **reserves** for replacement of facilities and infrastructure.

Program 9.3: Establish **reserves** for cash flow purposes.

Policy 10: Construct **capital improvements** in accordance with an adopted capital improvement program.

Program 10.1: Develop a **five-year plan** for capital improvements to be updated at least bi-annually.

Program 10.2: Coordinate preparation of the **Capital Improvement Budget** with preparation of the Operating Budget. Future operating costs associated with new capital improvements should be projected and included in Operating Budget forecasts.

Program 10.3: Identify the **estimated costs and potential funding** sources for each proposed capital project before it is submitted to the City Council for approval.

Program 10.4: **Analyze the costs** of various financing methods for new projects.

Program 10.5: Review **public art projects** submitted by the Civic Arts Commission for inclusion in the Capital Improvement Program, determining appropriate funding through the normal budgetary process.

Policy 11: Provide for City **equipment replacement and maintenance** needs.

Program 11.1: Establish a program to periodically update replacement and maintenance **financing plans**.

Program 11.2 Establish cost-effective replacement and maintenance **schedules**.

Policy 12: Limit the use of **debt** so as not to place a burden on the fiscal resources of the City and its taxpayers.

Program 12.1: Limit **long-term borrowing** to capital improvements or projects that cannot be financed from current revenues.

Program 12.2: When capital projects are financed, **amortize the debt** within a period not to exceed the expected useful life of the project.

Program 12.3: Except as otherwise approved by the City Council, limit the **debt ratio** (debt guaranteed by the General Fund) to not more than ten percent.

Program 12.4: Investigate the use of special assessment, revenue, or other self-supporting bonds to limit the General Fund obligation for **debt service payments** whenever possible.

Program 12.5: Maintain strong communications with **bond rating agencies** about the City's financial condition, and follow a policy of full disclosure on financial reports and bond prospectus.

Program 12.6: Strive to maintain or improve the City's **bond rating**.

Program 12.7: Utilize **inter-fund loans** when possible to reduce the cost of financing capital improvements.

Policy 13: Strive to maintain a **diversified and stable revenue base** that is not overly dependent on any land use, major taxpayer, revenue type, restricted revenue, inelastic revenue, or external revenue.

Program 13.1: Establish an **Economic Development Strategic Plan** which promotes a diverse economic base.

Program 13.2: Seek Federal and State **grants and reimbursements** for mandated costs whenever possible.

Program 13.3: **Avoid targeting revenues** for specific purposes, whenever possible.

Program 13.4: Develop and maintain an aggressive **revenue collection program** to assure that monies due the City are accurately received in a timely manner.

Program 13.5: Conduct periodic **revenue audits**.

Program 13.6: Maintain and further develop methods to **track** major revenue sources **and evaluate** financial trends.

Program 13.7: Establish methods to maximize the accuracy of **revenue forecasts**.

Program 13.8: Strive to maintain **taxes and fees** at or below those of comparable cities and within the Tri-Valley area.

Policy 14: Manage the City's **financial assets** in a sound and prudent manner.

Program 14.1: Maintain sound **financial practices** in accordance with State law, and direct the City's financial resources toward meeting the City's long term goals.

Program 14.2: Maintain **accounting systems** in conformance with generally accepted accounting principles.

Program 14.3: Maintain and further develop programs to assure the **long-term ability** of the City to pay all the costs necessary to provide the level and quality of service required by its citizens.

Program 14.4: Establish and maintain **investment policies** in accordance with State laws that stress safety and liquidity over yield.

Program 14.5: Utilize "**pay-as-you-go**" financing of capital improvements, whenever possible and financially prudent.

## DEFINITIONS

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**Capital Project Funds** - Used to account for development revenues and other funding sources that are used to provide major capital projects, including facilities and equipment. These Funds are included in the Capital Improvement Program Budget.

**Debt Service Funds** - Account for the receipt of tax levies placed on secured and unsecured property and used to pay principal and interest on General Obligation Bonds. The City's only existing General Obligation Bonds were issued in 1967.

**Enterprise (Utility) Funds** - Account for ongoing operations of the water, sewer, and storm drain utilities. These operations are self-sufficient, relying on user rates and charges as their source of income, rather than on taxes. The Enterprise Operating Funds are budgeted in the Operating Budget. In addition, Enterprise Capital Funds provide for expansion, improvement, and replacement of utility systems. Sources of revenue are connection fees paid by new development and replacement charges placed on existing customers. The Enterprise Capital Funds are budgeted in the Capital Improvement Program Budget.

**General Fund** - Account for general purpose revenues, such as property and sales taxes, and some user fees. It includes operations such as police, fire, inspection services, planning, engineering, parks and community services, and general government. The General Fund is budgeted in the Operating Budget.

**Internal Service Funds** - Account for the financing of goods, services, and equipment provided by one City department to another on a cost-reimbursement or replacement basis (similar to recognizing depreciation as a current expense). The City uses Internal Service Funds primarily to fund obligations which are incurred presently but are paid out at some future time. These include employee costs and benefits and the replacement/renovation of equipment, facilities, and parks. The Internal Service Funds are budgeted in the Operating Budget.

**Special Revenue Funds** - Account for specific revenue sources that are restricted by law to expenditures for specific purposes. Some Special Revenue Funds relate to operations and, therefore, are included in the Operating Budget. Examples are the Emergency Medical Services Fund, Landscape and Lighting Districts, and the Community Development Block Grant Fund. Many Special Revenue Funds relate to capital expenses and are, therefore, budgeted in the Capital Improvement Program. These include the Gas Tax Revenue Funds and the Park Grant Funds.

**Trust Funds** - Account for assets held by the City in a trustee capacity for some designated use. Most Trust Funds are budgeted in the Operating Budget.



TABLE XI-1

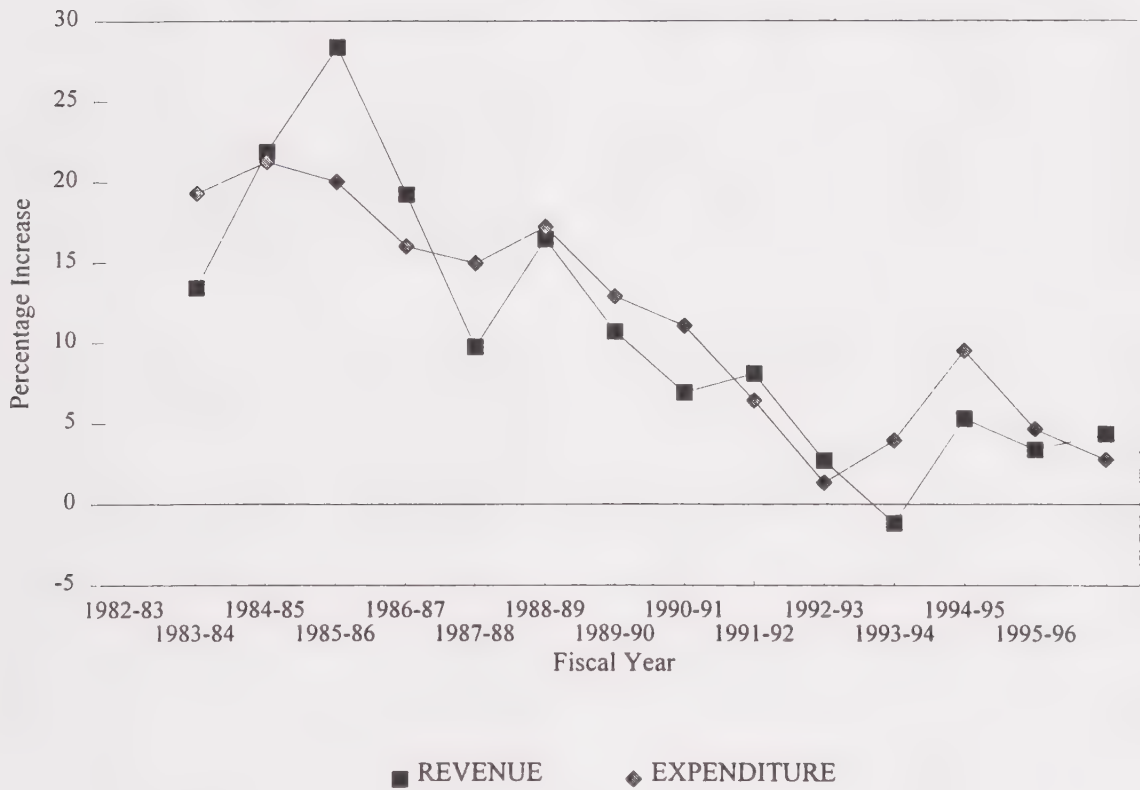
## REGIONAL JOB TRENDS IN PLEASANTON, 1980-2010 \*

<u>Industry</u>	<u>1980</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>	<u>Annual Percent Change</u>		
							<u>1980-1990</u>	<u>1990-2000</u>	<u>2000-2010</u>
Agriculture, and Mining	377	420	340	330	270	270	1.14%	-2.14%	-1.82%
Manufacturing and Wholesale	1,618	5,620	5,870	7,150	9,130	10,040	24.73%	2.72%	4.04%
Retail	2,264	7,030	7,410	8,900	10,010	12,140	21.05%	2.66%	3.64%
Services	2,220	8,840	10,730	13,260	16,100	21,730	29.82%	5.00%	6.39%
Other	<u>2,611</u>	<u>9,200</u>	<u>9,490</u>	<u>10,390</u>	<u>11,580</u>	<u>11,580</u>	<u>25.24%</u>	<u>1.29%</u>	<u>1.15%</u>
Total Jobs	9,090	31,110	33,840	40,030	47,090	55,760	24.22%	2.87%	3.93%

\* Includes Pleasanton Sphere-of-Influence.

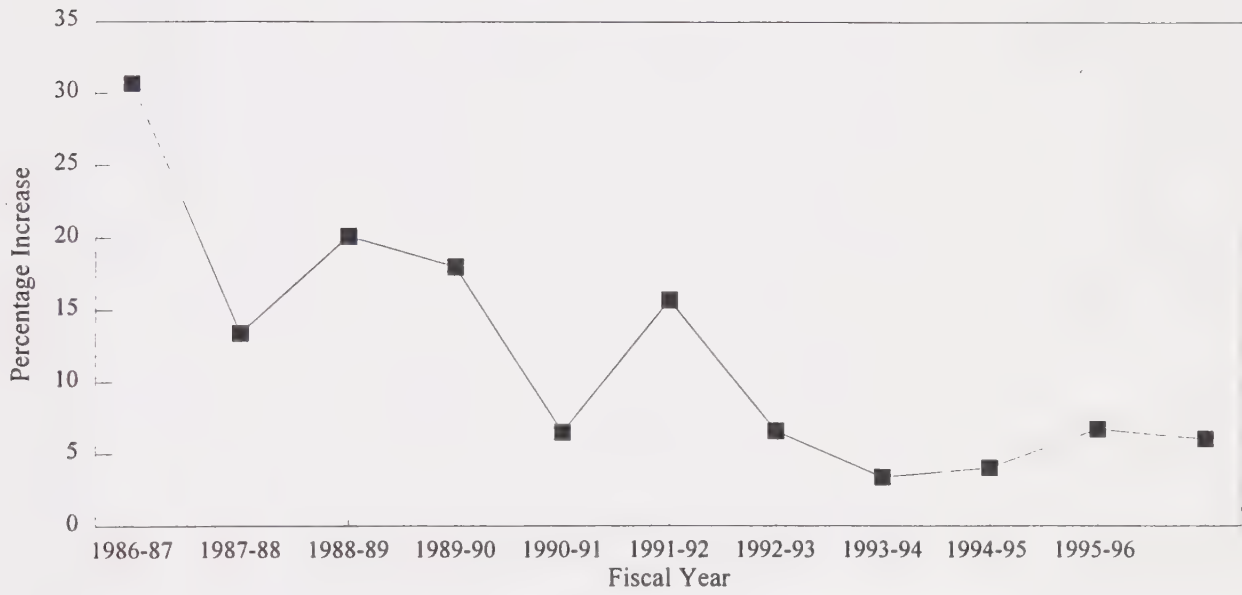
Source: Association of Bay Area Governments, 1994.

**FIGURE XI-1**  
**REVENUES AND EXPENDITURES**  
 Percentage Increases



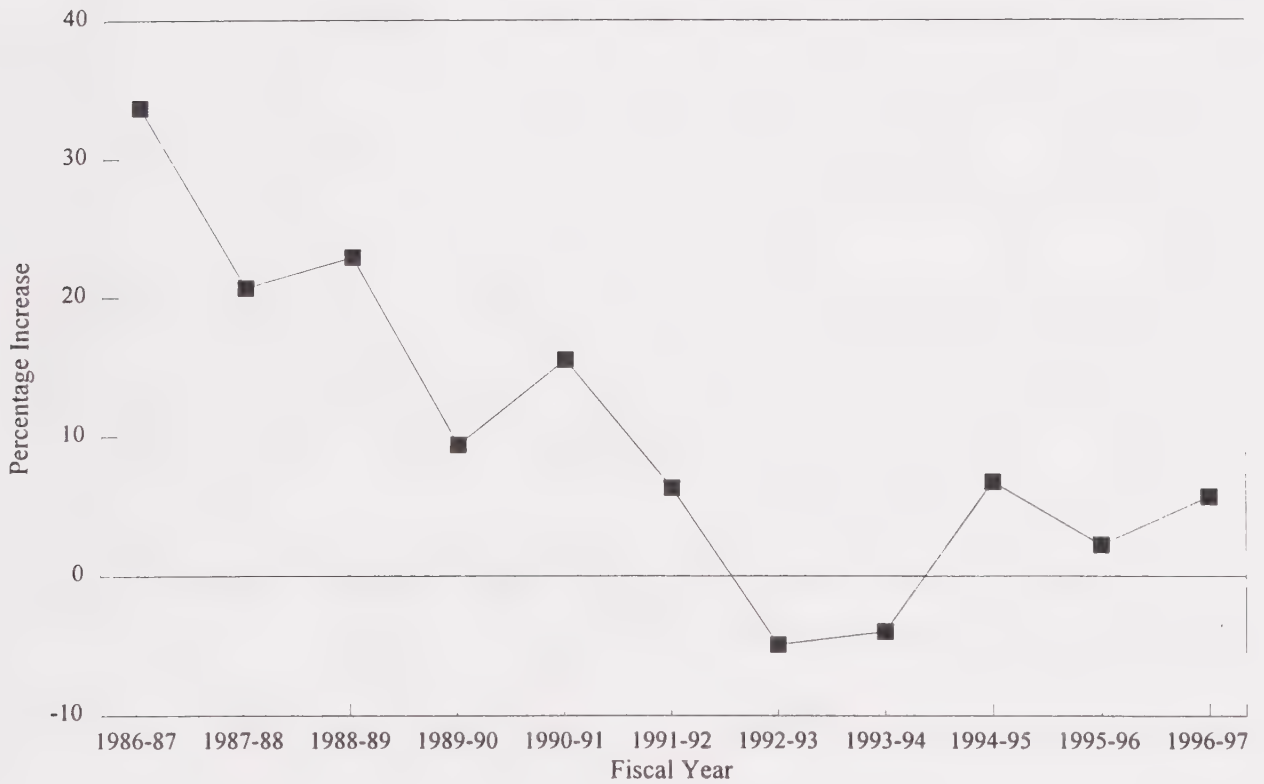
*Source: 1995-1996 / 1996-1997 City of Pleasanton Operating Budget.*

**FIGURE XI-2**  
**SALES TAX**  
Percentage Increase



*Source:* 1995-1996 / 1996-1997 City of Pleasanton Operating Budget.

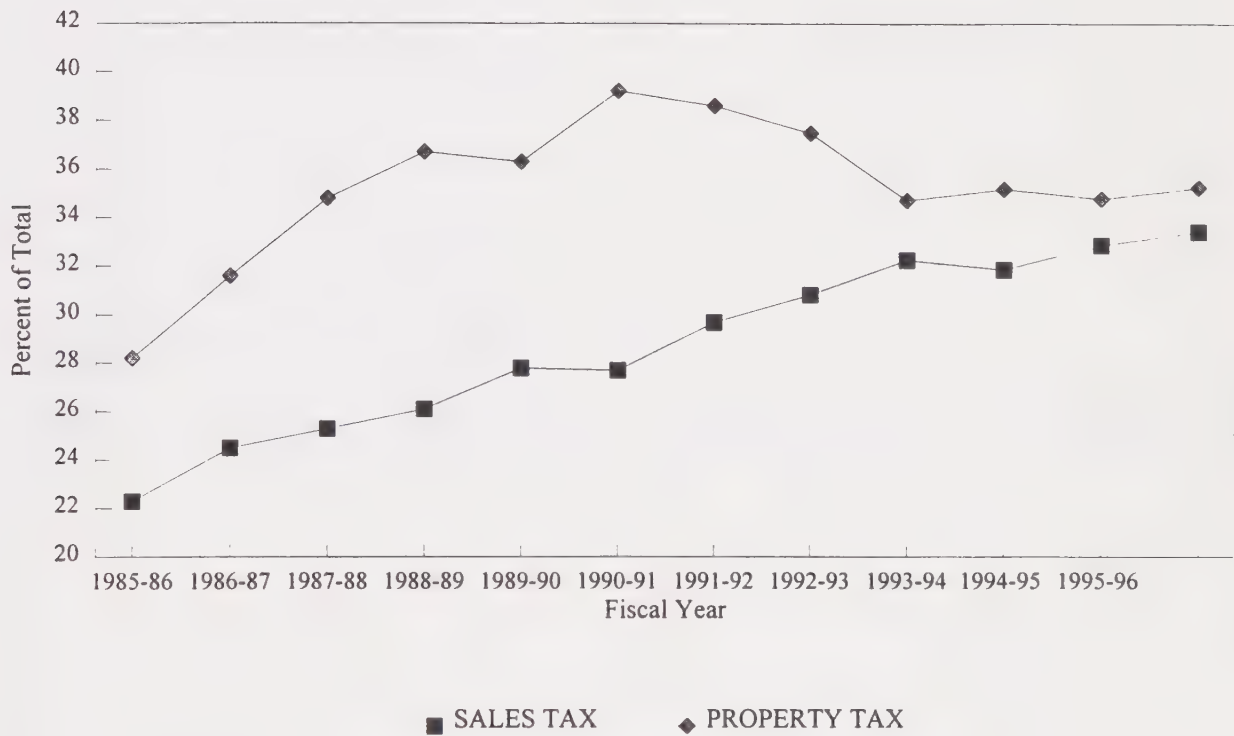
**FIGURE XI-3**  
**PROPERTY TAX**  
Percentage Increase



*Source:* 1995-1996 / 1996-1997 City of Pleasanton Operating Budget.



**FIGURE XI-4**  
**PROPERTY TAX AND SALES TAX**  
As a Percentage of General Fund Revenue



*Source: 1995-1995 / 1996-1997 City of Pleasanton Operating Budget.*



THE PLEASANTON GENERAL PLAN

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XII. SUBREGIONAL PLANNING ELEMENT







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## XII. SUBREGIONAL PLANNING ELEMENT

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### PURPOSE

The purpose of the Subregional Planning Element is to implement the policies of the Tri-Valley Subregional Planning Strategy,<sup>1</sup> and to facilitate Pleasanton's involvement in the cooperative planning of the Tri-Valley Area. The key to successful subregional planning will be active inter-jurisdictional participation, citizen support, and a strong sense of responsibility to the subregion. Pleasanton is committed to planning and acting cooperatively to enhance the future of the Tri-Valley.

### PLANNING CONTEXT

Pleasanton is part of the nine-county **San Francisco Bay Area region** (Figure XII-1), and the seven-jurisdiction **Tri-Valley subregion** (Figure XII-2). As such, it plays an integral part in the functioning of both the region and the subregion. Changes in the physical environment, economy, and infrastructure of the region and subregion affect Pleasanton, and vice-versa.

**Local control** of development has historically been highly important to the Tri-Valley jurisdictions. The advantages of local control are that the decision makers are close to home, knowledgeable of the area they serve, and directly accountable to their constituents. Unfortunately, because local planning in the Tri-Valley has sometimes occurred without a thorough consideration of the regional and subregional context, some **problems** have occurred. For example, the supply of housing

affordable to Tri-Valley workers has not kept pace with the expansion of jobs. The street systems have become overburdened and air quality reduced because of long commutes. The building of some retail discount commercial space, encouraged by cities to increase tax revenues, has adversely affected some existing businesses. As a result, conflicts between jurisdictions and several expensive lawsuits have occurred. Recently, however, the Tri-Valley jurisdictions have more aggressively pursued cooperative planning programs for dealing with these matters.

The seven local jurisdictions in the Tri-Valley established the **Tri-Valley Planning Committee (TVPC)** in 1994 to prepare a **Subregional Planning Strategy** in 1995.<sup>1</sup> The purpose of the Strategy was to address subregional planning issues that individual jurisdictions acting alone could not otherwise deal with effectively. The program was funded by a grant from the Association of Bay Area Governments (ABAG) and the Bay Area Air Quality Management District, with technical support from ABAG, as well as staff support from all seven local governments.

The Strategy recommends subregional policies and programs for location and intensity of urban development, natural resources, transportation, housing, and economic development.

All seven jurisdictions will consider these objectives and policies in future amendments

to their general plans. The recommendations and text of the Strategy have been integrated **throughout the Pleasanton General Plan**, and are the basis for this Element.

## **THE SAN FRANCISCO BAY AREA REGION**

The San Francisco Bay Area region (Figure XII-1) consists of the **nine counties** which adjoin the Bay, including San Francisco, Marin, Sonoma, Napa, Solano, Contra Costa, Alameda, Santa Clara, and San Mateo counties. The region includes 7,178 square miles, of which approximately one-seventh (1,026 square miles) was developed as of 1990.

With a mild climate, immediate proximity to the Pacific Ocean and the San Francisco Bay, and attractive natural setting, the Bay Area is one of the most attractive places in the country to visit and live. The area's natural beauty as well as its built environment attracts residents, businesses, and tourists from all over the world.

The Bay Area's 1990 **population** of 6,021,000 is projected to increase by 25 percent, to about 7.5 million, by the year 2010. **Jobs** are expected to increase by about 28 percent over this same period, from about 3.1 million to nearly four million. More jobs will be added to the service sector than to any other sector. The high technology manufacturing share of total employment should remain constant, rather than increasing as it has over the past 20 years.<sup>2</sup>

Major **planning issues** faced by the Bay Area include a high cost of housing, traffic congestion, overburdened public transportation systems, economic recession, quality of

education, and air and water quality.

Various agencies address regional issues in the Bay Area. The **Association of Bay Area Governments (ABAG)** is a voluntary organization of local governments representing the nine Bay Area counties. Established in 1961, ABAG promotes cooperation on areawide issues and coordinates with areas outside the region. ABAG's Regional Plan<sup>3</sup> provides a policy guide for planning Bay Area housing, economic development, environmental quality, transportation, recreation, earthquake preparedness, health, and safety.

Other regional agencies include the **Metropolitan Transportation Commission**, which is responsible for planning regional transportation and transit in the Bay Area. The **Bay Area Air Quality Management District** implements an air quality management plan to address attainment of Federal and State air quality standards. The **San Francisco Regional Water Quality Control Board** issues permits for discharges into navigable waterways, to protect water quality under the Federal Clean Water Act.

In accordance with its **commitment to regional planning**, Pleasanton supports the following regional goals adopted by ABAG:

1. A pattern of compact, **city-centered growth** in the urban areas of the San Francisco Bay Area, with a balance of land uses guided into or around existing communities in order to preserve surrounding open space and agricultural land, as well as environmentally sensitive areas.



2. Growth directed to where **infrastructure** capacity is available or committed including, but not limited to, freeway, transit, water, solid waste disposal, and sewage treatment, and where natural resources will not be overburdened, and discourage urban growth in unincorporated areas.
3. Development patterns and policies that discourage long distance, single-occupant **automobile commuting** and increase resident access to employment, shopping, and recreation by transit or other non-auto means.
4. Firm **urban growth boundaries** with streamlined procedures that permit and direct development within these boundaries.
5. Increased **housing** supply, with a range of types and affordability and a suitable living environment to accommodate current and future workers and households.
6. Long-term protection and enhancement of agricultural land, ecologically sensitive areas, and **open space** and other irreplaceable natural resources necessary to the health, economy, and well-being of present and future generations, and to the sustainable ecology of the region.
7. **Economic development** which provides jobs for current and future residents, increases the tax base, supports and enhances California's position in the global marketplace, and helps provide the resources necessary to meet vital environmental, housing, transportation, and other needs.

## TRI-VALLEY SUBREGION

### Subregion Description

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The Tri-Valley subregion (Figure XII-2) encompasses 363 square miles of land generally located in the San Ramon, Livermore, and Amador valleys. It includes Danville, Dublin, Livermore, Pleasanton, San Ramon, and the adjacent unincorporated areas of Alameda and Contra Costa Counties. Major service providers to the area include the East Bay Municipal Utility District, Zone 7 of the Alameda County Flood Control and Water Conservation District, Dublin San Ramon Services District, Central Contra Costa Sanitary District, and the East Bay Regional Park District.

The **Tri-Valley planning area** is bounded generally by the East Bay hills to the west, an east-west line extending through Mount Diablo State Park to the north, Altamont Pass and other features of the Diablo Range to the east, and the watershed lands of the San Francisco Water District and the southern extent of the Livermore Valley to the south. The area consists of expansive grass-covered grazing lands, steep and rolling hills, prominent ridges, oak woodlands, broad valleys, farmlands, and urban communities. Primary natural resources include sand and gravel deposits and wind energy generation.

Until the 1950's, the Tri-Valley area was used primarily for agricultural purposes. The cities of Pleasanton and Livermore incorporated in the late 19th century and provided services for the local agricultural economy. The establishment of the Lawrence Livermore Laboratory and other major research facilities in the 1950's began to change the character of the area. The completion of the freeway system in the 1960's and early 1970's opened

the Tri-Valley to extensive single-family residential development in both the incorporated and unincorporated areas. The Town of Danville and the City of San Ramon in Contra Costa County and the City of Dublin in Alameda County incorporated in the early 1980's and included land within their borders which had previously developed under County jurisdiction. During the 1980's, the Tri-Valley area became a **major employment center** for the region, with the development of the Bishop Ranch Business Park in San Ramon and the Hacienda Business Park in Pleasanton.

**Growth** in the Tri-Valley is projected to be substantial in the coming years. Between 1990 and 2010, the number of housing units is expected to increase by 77 percent, from about 78,000 to 138,000. The number of jobs is expected to increase by about 83 percent, from approximately 110,200 to 201,900.<sup>2</sup>

## **Housing**

---

The majority of housing in the Tri-Valley is **single-family units** (generally between 65 and 79 percent in the various communities). By comparison, 60 percent of the entire San Francisco Bay Area housing supply is single-family units. Vacancy rates in 1990 ranged from 2.7 percent in Dublin to 5.0 percent in San Ramon, compared to 3.4 percent in the Bay Area as a whole.

The Tri-Valley area, like the San Francisco Bay Area in general, is experiencing a **shortage of housing**. This is evidenced by the relatively low vacancy rates and by the fact that many Tri-Valley employees commute from outside the area. This housing shortfall reflects the rapid growth of employment in the 1980's and the fiscal disincentive created by State legislation to local governments to plan for new housing. The shortfall is qualitative,

as well as quantitative, in that the market has not produced housing affordable to Tri-Valley workers. A consequence of the imbalance between income and the affordability of housing is the increasing number of Tri-Valley workers who live in east Contra Costa County and San Joaquin County and their commute to work via the congested freeway system.

It is important to ensure an adequate **supply of housing** for people who work in the Tri-Valley area. When people live close to their place of employment, they commute shorter distances, thereby reducing traffic congestion and air pollution. People who spend less time commuting have more time to spend with their families and to become involved in the communities where they live.

## **Transportation**

---

Portions of I-580 and I-680 in the south Tri-Valley area are currently operating at an **unacceptable level of service** during standard peak hours.<sup>4</sup> These include the following freeway segments and interchanges: a short distance between the I-580/I-680 interchange and the Santa Rita Road/Tassajara Road interchange, a section of northbound I-680 between Stoneridge Drive and the I-580/I-680 interchange, and the segment of I-680 between Alcosta Boulevard and the I-580/I-680 interchange. In addition to the freeways, other south Tri-Valley routes of regional significance which are nearing capacity include: State Route 84, portions of Vasco Road, First Street in Pleasanton, San Ramon Road, Dougherty Road, and Dublin Boulevard. Recent traffic forecasts indicate that with projected General Plan buildout of the Tri-Valley jurisdictions, the freeways and arterial streets will require **substantial improvements** and management in order to preclude severe congestion.



The Tri-Valley Transportation Council adopted the **Tri-Valley Transportation Plan/Action Plan for Routes of Regional Significance**<sup>4</sup> in 1995. The plan represents the action plan for routes of regional significance for Contra Costa County jurisdictions, as mandated by Measure C (County gas tax). Alameda County jurisdictions from the Tri-Valley have also adopted the concept of regional route action plans, although not specifically required by Alameda County's Measure B (County gas tax). The Plan also provides information that can be incorporated into the Congestion Management Programs for the two counties.

The Transportation Plan is designed to accommodate projected growth in the Tri-Valley area in the year 2010. It recommends **12 major projects**, including freeway interchange improvements, high-occupancy vehicle lane extensions, the BART extension to Dublin/Pleasanton, improvements to State Route 84 between I-580 and I-680, improvements to arterial roads, and express bus service. Total cost would be more than \$1 billion, of which 30 percent is unfunded. However, the Plan recommends levying impact fees on new development to make up the difference. Even with these improvements, congestion at the entrances to the Tri-Valley on the I-580 and I-680 freeways will continue, due to development outside the area, particularly in San Joaquin County. It will be important to merge the policies of the Tri-Valley Transportation Action Plan with those of the Tri-Valley Subregional Planning Strategy in order to ensure a consistency of purposes and implementation.

All Tri-Valley cities and counties have vehicle **trip reduction ordinances** in compliance with Congestion Management Program requirements and air quality regulations.

Programs include employee commute coordinators, ridesharing-matching services, preferential parking for carpools, and flexible or staggered work hours. State legislation precludes mandatory employer-based trip reductions.

The **Bay Area Rapid Transit District (BART)** provides feeder bus service between park-and-ride lots, business parks, and the Hayward and Walnut Creek BART stations. BART extensions to the Tri-Valley area include one existing station at East Dublin/Pleasanton and future stations at West Dublin/Pleasanton and Livermore. Bus service is provided by the Central Contra Costa Transit Authority and the Livermore/Amador Valley Transit Authority. In addition, Bishop Ranch employers provide employee shuttles, and Hacienda Business Park employers distribute free transit passes.

The **Livermore Municipal Airport**, owned and operated by the City of Livermore, is the only airport in the Tri-Valley. It is located south of I-580 near the Airport Boulevard interchange. As of 1995, there were 607 aircraft based there, and the number is expected to increase as population and employment in the area grow. Current plans for the Airport include improvements to support facilities, but no additional runways or extensions. Flight patterns and future airport expansions are major concerns in the southern Tri-Valley area which should be subject to multi-jurisdictional cooperative planning. Pleasanton supports the formation of a **Tri-Valley Airport Advisory Committee** to provide input into the operations and expansions of the Airport for the benefit of the entire Tri-Valley.

## **Water Supply**

---

Water is supplied to the southern Tri-Valley area by **Zone 7** of the Alameda County Flood Control and Water Conservation District as wholesaler to four retail agencies: Dublin San Ramon Services District, California Water Service Company, and the cities of Pleasanton and Livermore. Major constraints to water supply include long periods of drought, legal commitments which limit the amount of water that can be obtained from various sources, and competition among agricultural, urban, and environmental needs. Providing adequate, **sustainable water** for planned growth is a major subregional issue that will require coordinated planning, growth management, and cooperative efforts to obtain additional supplies in a manner that will meet agricultural, urban, and environmental needs.

## **Wastewater Treatment and Disposal**

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Service providers to the southern Tri-Valley area include the **Dublin San Ramon Services District** and the City of Livermore. Treated wastewater from Dublin, Livermore, Pleasanton, and the southern portion of San Ramon is exported to San Francisco Bay by way of a pipeline constructed by the **Livermore-Amador Valley Water Management Agency (LAVWMA)**. This pipeline will not have sufficient capacity to transport flows from buildout of LAVWMA's member agency General Plans. An expanded LAVWMA wastewater **export system** will be required to accommodate major new developments.

**Wastewater reclamation** will play an increasingly important role in reducing the demand for both new water supplies and export of wastewater effluent. Reclamation

programs alone, however, will not bridge the gap between available supplies and the demands generated by proposed new development.

## **Hydrology and Water Quality**

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**Major watercourses** in the south Tri-Valley area include the southern portion of San Ramon Creek, which merges with Alamo Creek and ultimately drains into the San Francisco Bay. The arroyos in the Livermore and Sunol basins also drain to Alameda Creek. Other important drainages in the area include Tassajara Creek, Arroyo Del Valle, Arroyo Mocho, Arroyo Las Positas, and Arroyo de la Laguna. There are no natural lakes in the Tri-Valley area. A chain of eleven lakes is being created from sand and gravel mining operations in the Pleasanton quarry area. These lakes will ultimately be dedicated for public ownership to Zone 7 of the Alameda County Flood Control and Water Conservation District.

Both surface and **groundwater quality** in the area are generally good. Flooding is going to become a more serious problem unless new development throughout the Tri-Valley is carefully master-planned with adequate storm water detention, since Pleasanton is at the bottom of the southern drainage basin. Some land along streams is subject to **flooding**, including the area where Arroyo de las Positas joins Arroyo Mocho, and areas adjacent to Arroyo de la Laguna. Siltation of the arroyos and erosion of their banks are serious problems which are now being addressed by Zone 7.

## **Solid Waste**

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**Existing landfills** operated by Alameda and Contra Costa Counties are expected to be



adequate to accommodate solid waste generated by projected development for many years into the future. However, programs to reduce the supply of waste and to recycle materials are increasingly important to reduce the need to expand landfills.

### **Open Space, Recreation, and Trails**

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Non-urbanized land uses in the Tri-Valley include agriculture (mostly grazing, with some irrigated cultivation), publicly owned regional parks and watershed lands, and special natural resource land uses such as sand and gravel quarries and windfarms. Other **open space** areas of subregional importance include environmentally sensitive lands, such as critical habitat and scenic viewsheds, and lands constrained by potentially hazardous conditions such as steep topography, landslides, and flooding and earthquake fault zones.

The **East Bay Regional Parks District** (EBRPD) owns and/or manages 34,886 acres in the Tri-Valley area, including the Ohlone and Sunol wilderness areas, Pleasanton Ridge Regional Park, and Shadow Cliffs Recreation Area. The **San Francisco Water Department** owns additional watershed land, some of which overlaps with the Ohlone and Sunol wilderness areas south of Pleasanton. There is a total of approximately 56,000 acres of regional scale open space and watershed lands in the Tri-Valley.

A **regional trail system** currently connects some of the Tri-Valley park and open space areas. Both the EBRPD 1989 Master Plan and the Livermore Area Recreation and Park District 1992 Regional Trail Plan propose additional connecting trails to complete the system. The "Iron Horse" trail, a former railroad right-of-way extending north/south

through the area, has the potential for a mix of trail and transit use. Local policy provides that through the San Ramon Valley it is to be used for non-motorized transit. A spur trail has been funded for construction that leads from the Iron Horse Trail in Dublin, south along the Alamo Canal and Arroyo de la Laguna to Bernal Avenue in Pleasanton.

### **Agricultural Lands**

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Cattle grazing, hay production, and wine grapes are the major agricultural products in the Tri-Valley area. Considerable land remains in large-lot agricultural use, under **Williamson Act** preserves. Owners of some parcels near existing urbanized areas have filed notices of non-renewal for their Williamson Act contracts.

Much of the area's productive crop lands, which are flatter and possess the best **agricultural soils**, have been replaced by urban development. An exception is wine grape production in South Livermore, which has been expanding in recent years.

### **Visual Resources**

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The Tri-Valley contains visual resources representative of California's northern coast range and inland valley landscapes. These resources include expansive grass-covered grazing lands, steep and rolling hills, broad valleys, meandering tree-lined creeks, oak woodlands, pasturelands, dryland farmlands, orchards, and row croplands. Peaks and ridgelines of the Diablo Range and the Las Trampas/Pleasanton/Sunol Range are visually prominent landforms. The **aesthetic quality** of the area is based largely on its rural, pastoral character and its topographic diversity.

I-580 and I-680 provide panoramic views of outlying areas. I-680 is an officially designated **State Scenic Highway**, which requires special measures by local governments to protect views along the travel corridor.

## **Air Quality**

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Bay Area air quality conditions have generally improved during recent years due to stricter Federal and State standards. However, the combination of light winds, high terrain surrounding the Tri-Valley area, and frequent temperature inversions still give parts of the area, especially the Livermore-Amador air basin, a higher potential for **air pollution** than most other locations in the Bay Area. During the summer, conditions are conducive to the creation of ozone; and during the winter, accumulations of such pollutants as carbon monoxide and particulate matter. Consequently, the Tri-Valley area has more days when Federal and State air quality standards are not met than most other parts of the Bay Area.

## **Economic Development**

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In the San Francisco Bay Area since the early 1980's, there has been a rapid **decentralization of employment** away from traditional job centers to outlying locations, including the Tri-Valley. This shift in growth has occurred in other metropolitan areas as well, with an emerging new urban form in which suburban edge cities have replaced the suburban bedroom communities which formerly surrounded the traditional central core.

The Tri-Valley area changed from a bedroom community in the 1970's to a **regional employment center** during the rapid

employment growth of the 1980's. Between 1980 and 1990, the area gained more than 19,000 jobs alone from the construction of the Bishop Ranch and Hacienda Business Parks. Although the rate of employment growth for the Tri-Valley area is expected to be lower between 1995 and the year 2010 (5.9 percent) than it was in the 1980's (10.3 percent), it will still be higher than that projected for the Bay Area as a whole (1.6 percent).<sup>5</sup>

ABAG projects an increase in Tri-Valley area **jobs** of about 83 percent between 1990 and 2010, from 110,200 to 201,900.<sup>2</sup> Whether this amount of growth will actually occur will depend upon various factors, including local government approvals, the economy, the availability of housing, and the provision of adequate transportation and other infrastructure. A 1991 survey of 48 businesses in the **Tri-Valley area**<sup>5</sup> found that the cost and availability of raw land, the availability of existing leasable building space, the presence of a labor market, the political climate, and proximity to the consumer were the most important reasons for their choice of location. Major factors in maintaining the area's attractiveness for economic development will be providing housing that workers can afford, providing water and wastewater disposal, controlling traffic congestion, and providing a welcoming political climate.

## **Fiscal Revenues**

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In recent years it has become increasingly difficult for local governments to collect adequate revenues to cover the costs of providing services to residents and businesses. The amount of revenues available, especially from property taxes, has been substantially reduced, while the cost of providing services has continued to increase. As a result, local governments have come to rely more heavily

on other sources of revenue, thus altering their approach to land use planning and development.

Some local governments are now tending to place a greater emphasis on the **fiscal impacts** of land use decisions and a reduced emphasis on creating balanced communities. Many have encouraged commercial development in order to increase sales tax revenues, or have sought industrial or high-end residential development which tend to bring in greater property tax revenue. The push for revenue-generating development has encouraged rapid urban expansion, and has created competition among jurisdictions for projects. Among the consequences are a lack of affordable housing, and traffic congestion because of the long commutes between housing and jobs.

The Tri-Valley jurisdictions may desire to consider new methods of dividing local tax revenue, to reduce the incentives for **fiscalization of land use**. A renegotiated **tax sharing formula** among the cities and the counties might be one method to address the division of property tax, sales tax, and developer fees to encourage development that is beneficial to the subregion as a whole and to better ensure that all jurisdictions affected by new development receive a share of the revenue generated that is more in proportion to the costs of providing services.

### **Subregional Goals, Policies, and Programs**

The following goals, policies, and programs, in addition to those contained in other Elements, constitute an action program to implement the objectives described in this Element.



## XII. SUBREGIONAL GOALS, POLICIES, AND PROGRAMS

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### Location and Intensity of Urban Development

Goal 1: To achieve a coordinated, efficient, and environmentally sensitive pattern of development in the Tri-Valley area.

Policy 1: Ensure that new development occurs in a compact **community-centered** pattern which supports existing communities, improves mobility, minimizes public infrastructure costs, protects natural resources, and supports economic activity.

Program 1.1: Promote **growth management** in subregional jurisdictions.

Program 1.2: Support implementation of the **Urban Growth Boundary** concept in all Tri-Valley cities and counties.

Program 1.3: Encourage all **urban development** within the Tri-Valley area to take place within cities. If the counties chose to process applications for urban development in unincorporated areas, then urban-level services should be provided, development should not adversely affect existing developed areas, and development standards should be consistent with those of the nearest city or cities.

Program 1.4: Pursue an agreement with Alameda County and relevant special districts to establish a process for reviewing applications for **development outside the city limits**. The agreement should include a commitment to: (1) review development standards to assure that they are consistent and subject to the same interpretation; (2) include representatives of all affected jurisdictions in pre-application conferences with developers; (3) establish procedures regarding if and when annexation should take place; and (4) establish standards for tax-sharing agreements.

Program 1.5: Encourage the Local Agency Formation Commissions of Alameda and Contra Costa counties to consider **spheres-of-influence** as a 20-year commitment, subject to periodic review coincident with comprehensive general plan updates.

Program 1.6: Encourage **periodic review** of general plan planning areas between the Tri-Valley jurisdictions.

Program 1.7: Review and, if appropriate, revise General Plan land use designations based upon the **inventory of available land** for uses within the subregion.

Program 1.8: Provide **information** at pre-application conferences with developers indicating where land with urban services is available throughout the Tri-Valley area.



Program 1.9: Provide **notice and referral** of projects of subregional significance to potentially affected jurisdictions.

Policy 2: Maximize the efficiency of existing and future **public services and facilities**.

Program 2.1: Encourage efforts to improve **efficiency and quality** in the provision of public services and facilities on a subregional basis.

Program 2.2: Develop coordinated subregional **performance standards and levels of service** for public services and facilities.

Program 2.3: Identify needed public facilities of subregional significance, and require that new development approvals are conditioned to assure that they contribute their **fair share** of the cost of such facilities.

Program 2.4: Coordinate development policies and capital improvement programs of the Tri-Valley jurisdictions and special districts at the subregional level, to assure that services and facilities are provided in a **timely and cost-effective** manner.

Program 2.5: Work with special districts and other service providers to assure that **necessary services** are provided in advance of or concurrently with development.

Program 2.6: Consider subregional impacts and mitigation measures in the **environmental review** of all new major public facilities and expansions of existing facilities.

Program 2.7: Cooperate with neighboring jurisdictions in evaluating the costs and benefits of a full range of alternatives for **sewer treatment and export capacity expansion**.

Program 2.8: Explore the opportunities for developing a **cultural arts facility** in the Tri-Valley area.

## Natural Resources

Goal 2: To preserve valuable natural resources and protect public safety.

Policy 3: Preserve natural communities and wildlife corridors in order to maintain and enhance **ecological health** and a diversity of plants and animals.

Program 3.1: Share **information** about important ecological resources and promote a cooperative program for preserving them at the subregional level.

Program 3.2: Promote the preparation of **comprehensive guidelines** and strategies to protect and enhance the significant natural communities of the Tri-Valley.

Program 3.3: Promote a subregional approach to protecting valuable habitat areas, through **mitigation banking** and other means.

Policy 4: Enhance **community identity** through the protection of community separators, scenic hillsides, and ridgelines.

Program 4.1: Encourage the preservation of a contiguous Tri-Valley **open space system** through land use policies and a land dedication and acquisition program.

Program 4.2: Plan for the incorporation of scenic hillsides and ridgelines into a contiguous **open space system** connecting parts of the Tri-Valley area.

Program 4.3: Support and actively participate in the establishment of a **Tri-Valley Open Space Committee** to recommend open space and land conservation funding and protection mechanisms for the Tri-Valley area.

Policy 5: Encourage the continuation of **agricultural uses** in the Tri-Valley.

Program 5.1: Actively support and participate in the **South Livermore Valley Agricultural Land Trust**.

Policy 6: Protect surface and ground **water quality** in order to help ensure high standards and a sufficient and sustainable quantity of potable water.

Program 6.1: Coordinate responses at the subregional level to Federal, State, and regional **water quality requirements**.

Program 6.2: Coordinate standards at the subregional level for "**best management practices**" for storm water runoff to protect water quality.

Policy 7: Implement a strong pro-active approach to **air quality planning** with other local, regional, and State agencies.

Program 7.1: Incorporate the provisions of **Regional Air Plans** and **BAAQMD's Guidance Document** into City Planning and project review procedures.

Program 7.2: Cooperate with the BAAQMD and other agencies in **monitoring** and controlling air pollutants in the Tri-Valley area.

Program 7.3: Notify local and **regional jurisdictions** of proposed projects which may affect air quality.

Program 7.4: Cooperate with the BAAQMD and the California Air Resources Board in **enforcing** the provisions of Federal, State, and regional policies and established standards for air quality.

Program 7.5: Review **City and subregional development plans** for air quality impacts, and cooperate with other subregional agencies to reduce the impacts of development on air quality.

Program 7.6: Work with Federal, State, and regional **regulatory agencies** to protect air quality.

Policy 8: Reduce the risk of damage from **natural hazards**.

Program 8.1: Establish appropriate subregional approaches to **reduce damage** from natural hazards, such as wildfires, flooding, and earthquakes.

Program 8.2: Strongly encourage the use of **detention basins** by developers to reduce peak stormwater runoff during statistically significant rainfall events, with a goal of no net peak flow runoff increase.

Program 8.3: Establish a subregional plan for developing **common storm water detention facilities** to permit small developments to mitigate their peak flows through combined efforts.

Program 8.4: Utilize all practical means to cause Zone 7 and other applicable governmental agencies to complete the upgrade of the arroyos and control increased runoff from new development for the Tri-Valley and Planning Area in order to remove properties from **flood hazard areas**.

## Transportation

Goal 3: To achieve a coordinated, efficient, safe, and environmentally sensitive system of transportation and circulation in the Tri-Valley.

Policy 9: Encourage the increased use of transit and other **alternative modes of transportation**.

Program 9.1: Provide more **streamlined transit service** by establishing a coordinated network consisting of all transportation agencies that serve the Tri-Valley.

Program 9.2: **Coordinate service** among transit providers to improve access to and the reliability, availability, and timeliness of service.

Program 9.3: Preserve existing major **public rights-of-way** for potential future transportation corridors.

Program 9.4: Support the development of a subregional network of **trails** for bicycles, pedestrians, and equestrians.



Program 9.5: Plan for the inclusion of **high occupancy vehicle lanes** on interstate routes for busses and carpools by adding new lanes.

Policy 10: Coordinate subregional land use planning with the **Tri-Valley Transportation Council**.

Program 10.1: Encourage the Tri-Valley Transportation Council to merge the transportation policies of the Tri-Valley **Subregional Planning Strategy** into the Tri-Valley Transportation Action Plan for consistency.

Program 10.2: Encourage the Tri-Valley Transportation Council to examine proposals for new transportation facilities in the light of **land use** policies, growth management strategies, and analysis of likely growth anticipated under economic trends.

Policy 11: Maximize the efficiency and minimize the negative environmental impacts of the **Livermore Municipal Airport**.

Program 11.1: Encourage the establishment of a process for providing **subregional input** into decisions relating to the operation and potential expansion of the Livermore Municipal Airport.

Policy 12: Cooperate with Tri-Valley jurisdictions and agencies to undertake subregional **transportation improvement projects**.

Program 12.1: Cooperate with neighboring jurisdictions to develop a **parallel arterial street system** to relieve congestion on I-580 and I-680.

Program 12.2: Initiate discussions with Livermore, Dublin, and Alameda County to plan for **arterial expansions** of Stoneridge Drive to the east, Hacienda Drive to the northwest, and other street alternatives to area freeways.

Program 12.3: Actively encourage and support the completion of **State Route 84** between I-580 and I-680 with the funding concept of a private toll road as the least favorable method of financing.

Program 12.4: Actively participate with the Alameda County Congestion Management Agency, the Regional Metropolitan Transportation Commission, and the Tri-Valley Transportation Council to develop and implement **regional transportation plans** and systems which benefit the Tri-Valley.



Program 12.5: Cooperate with Caltrans on its I-580/I-680 **studies**, with the Metropolitan Transportation Commission and the Alameda County Congestion Management Agency on their Altamont Pass Study, with San Joaquin County on its Altamont Rail Study, and with Tri-Valley cities and counties in implementing the Tri-Valley Transportation Plan/Action Plan for Routes of Regional Significance and mitigating local roadway problems.

Program 12.6: Use the **Alameda County Long Range Transportation Plan** as a guide in making transportation planning decisions.

Program 12.7: Assist the Tri-Valley Transportation Council in developing a **Strategic Management Plan** for the I-580 and I-680 corridors to improve capacity, efficiency, and safety.

Program 12.8: Encourage the development of public transportation systems from Pleasanton to Walnut Creek and from Tracy to Fremont, and conduct studies to locate appropriate sites for stations.

Program 12.9: Participate in the development and implementation of the **Tri-Valley Development Impact Fee**.

## Housing

Goal 4: To attain an adequate amount and distribution of **affordable and special needs housing** throughout the Tri-Valley.

Policy 13: Strengthen inter-jurisdictional efforts to ensure a fair, equitable, and rational distribution of **affordable and special needs housing** throughout the Tri-Valley consistent with land use policies, transportation services, and employment locations.

Program 13.1: Support the efforts of the **Tri-Valley Affordable Housing Committee** to promote housing for very low-, low-, and moderate-income households and for people with special needs.

Program 13.2: Seek **public/private cooperation** to ensure a mutual understanding of subregional housing needs, common housing development practices, finance marketing, and ways to lower housing costs.

Program 13.3: Establish a cooperative program to designate specific sites for the provision of **homeless shelters** and related services, and investigate public and private sources of funding for these facilities and services.

Program 13.4: Establish a cooperative program for providing **affordable care facilities**.

## Economic Development

Goal 5: To achieve a **sustainable subregional economy** at buildout of all Tri-Valley jurisdiction General Plans.

Policy 14: Pursue a **cooperative approach** among local jurisdictions and the private sector to strengthen the subregional economy.

Program 14.1: Advocate changes in State and local **fiscal policies** in order to offset revenue-driven land use planning and development practices.

Program 14.2: Maintain an inventory of commercial and industrial sites, and establish creative subregional approaches for their **development and reuse**.

Program 14.3: Facilitate retention and expansion or, if necessary, relocation of **existing businesses** within the Tri-Valley.

Policy 15: Facilitate the provision of **job training** and vocational education for Tri-Valley residents and employees.

Program 15.1: Encourage Tri-Valley employers to identify the existing and future **educational requirements** of the jobs they provide.

Program 15.2: Encourage cooperative efforts among school districts, community colleges, and employers to offer appropriate **classes and internships**.

Program 15.3: Encourage universities and community colleges to provide "lifetime learning" and **job retraining programs**.

Program 15.4: Support and actively participate in the establishment of a **Tri-Valley Economic Development Committee** to work with economic development and business support groups in carrying out policies recommended in the Tri-Valley Subregional Planning Strategy.

Policy 16: Support the development of public facilities which encourage **tourism** and serve as an attraction for businesses to remain or relocate to Pleasanton.

Program 16.1: **Work cooperatively** with Tri-Valley jurisdictions to identify subregional public facilities which would increase tourism, and create development and funding strategies for their implementation.

## DEFINITIONS

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**Fiscalization of Land Use** - Planning future land use types, locations, and densities with the primary goal of maximizing tax revenues.

**Level of Service** - Standard for evaluating traffic congestion at critical intersections (Table III-2 of Circulation Element).

**Mitigation Banking** - A method of providing off-site land for the purpose of habitat protection, replacement, enhancement, and restoration for public and private developers who need to satisfy project mitigation obligations imposed by public agencies to compensate for project environmental impacts.

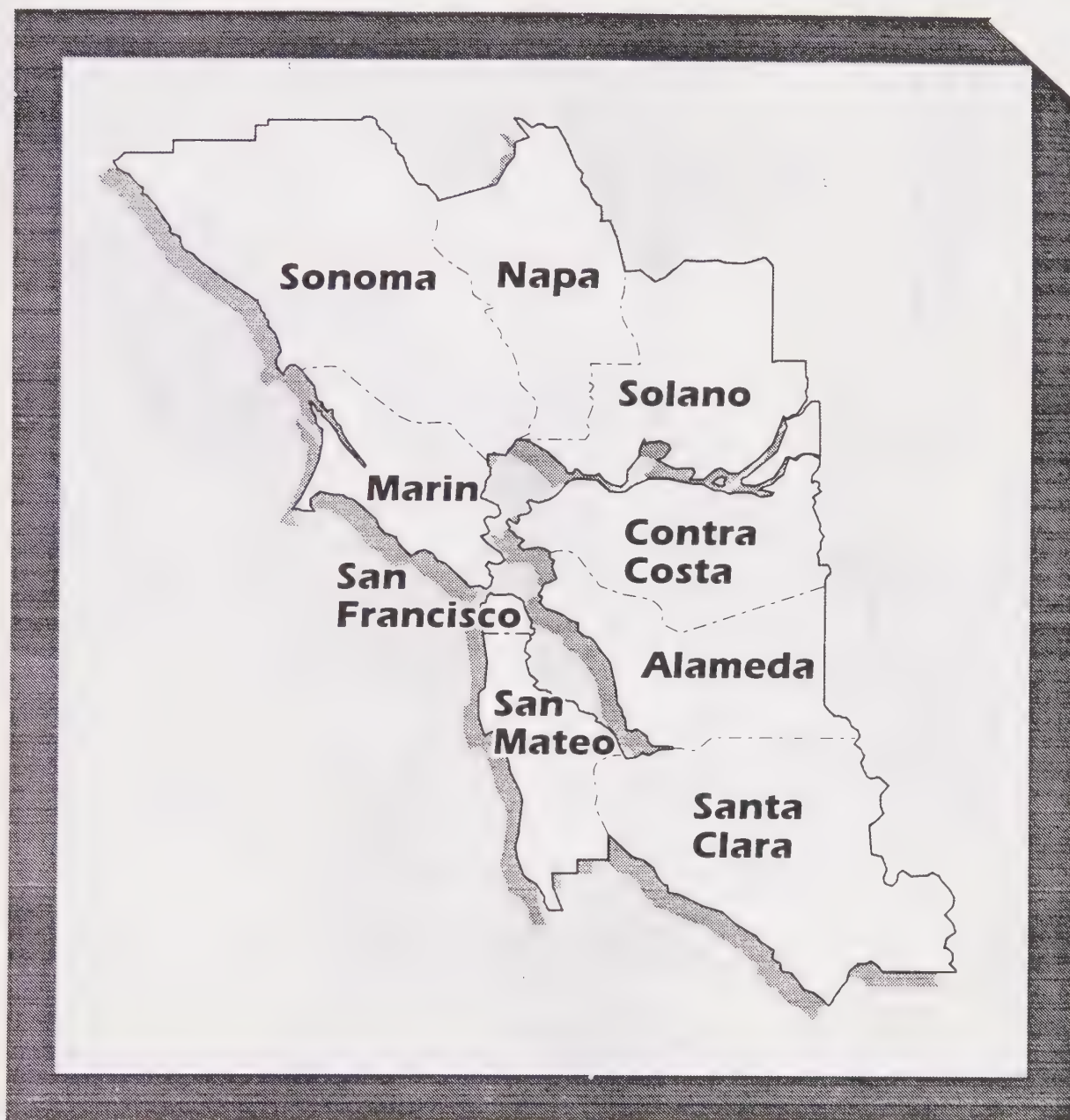
**Wastewater Export System** - The infrastructure used to transport treated effluent out of the Tri-Valley area to a discharge point in the San Francisco Bay.

## FOOTNOTES

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- <sup>1</sup> Tri-Valley Planning Committee, Tri-Valley Subregional Planning Strategy, October 30, 1995.
- <sup>2</sup> Association of Bay Area Governments, Projections 94, December 1993.
- <sup>3</sup> Association of Bay Area Governments, Regional Plan, July 1980.
- <sup>4</sup> Tri-Valley Transportation Council, Tri-Valley Transportation Plan/Action Plan for Routes of Regional Significance, January 1995.
- <sup>5</sup> Alameda County, East County Area Plan, Volume 2, Background Reports.





to Walnut Creek

DANVILLE

SAN  
RAMON

CONTRA COSTA COUNTY  
ALAMEDA COUNTY

DUBLIN

I-580

to TRACY

LIVERMORE

to Castro Valley

PLEASANTON

STANLEY BLVD

I-680

STATE ROUTE 84

Sunol

## LEGEND

- TRI-VALLEY PLANNING AREA BOUNDARY
- ===== INTERSTATE HIGHWAY
- MAJOR VEHICULAR ROUTES



Scale 1" = 18,000'

# THE PLEASANTON PLAN

Figure XII-2  
Tri-Valley Planning Area



**THE PLEASANTON GENERAL PLAN**

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**XIII. GENERAL PLAN RELATED ISSUES  
INAPPLICABLE TO PLEASANTON**







### **XIII. GENERAL PLAN RELATED ISSUES INAPPLICABLE TO PLEASANTON**

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The following list contains issues which are required to be addressed in the General Plan, pursuant to Government Code section 65302, and recommended for consideration by local jurisdictions pursuant to the General Plan Guidelines, to the extent that they are

applicable in each jurisdiction. The following issues are non-existent within or inapplicable to the City of Pleasanton and its Planning Area. The list contains those issues along with the justification for excluding them from the General Plan.

<u>General Plan Issue</u>	<u>Justification for Excluding from this Document</u>
Farm Worker Housing	Because of the lack of farming activity in the Planning Area, there appears to be no need for farm worker housing.
Forests	There are no forests in the Planning Area. Trees are discussed in the Conservation and Open Space Element.
Ports, Harbors, and Waterways	There are no such facilities in the Planning Area.
Scenic Rivers	There are no designated scenic rivers in the Planning Area.
Solid Waste Disposal Areas	The nearest solid waste disposal area is located on Vasco Road, outside the Planning Area. No suitable waste disposal sites exist within the Planning Area.
Timber	There are no areas used for the production of timber in the Planning Area.
Tsunamis	There is no possibility of safety hazards due to tsunamis because of Pleasanton's location within an inland valley. Hazards posed by seiches are discussed in the Public Safety Element.



THE PLEASANTON GENERAL PLAN

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XIV. CONTRIBUTORS TO THIS DOCUMENT







## **XIV. CONTRIBUTORS TO THIS DOCUMENT**

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Contributions to updating this General Plan were made by hundreds of individuals. The City extends its sincere appreciation to all those who contributed their time and energy to this important guide to the future of Pleasanton. Particular thanks go to the members of the General Plan Steering Committee and its six sub-committee members for their countless hours of work.

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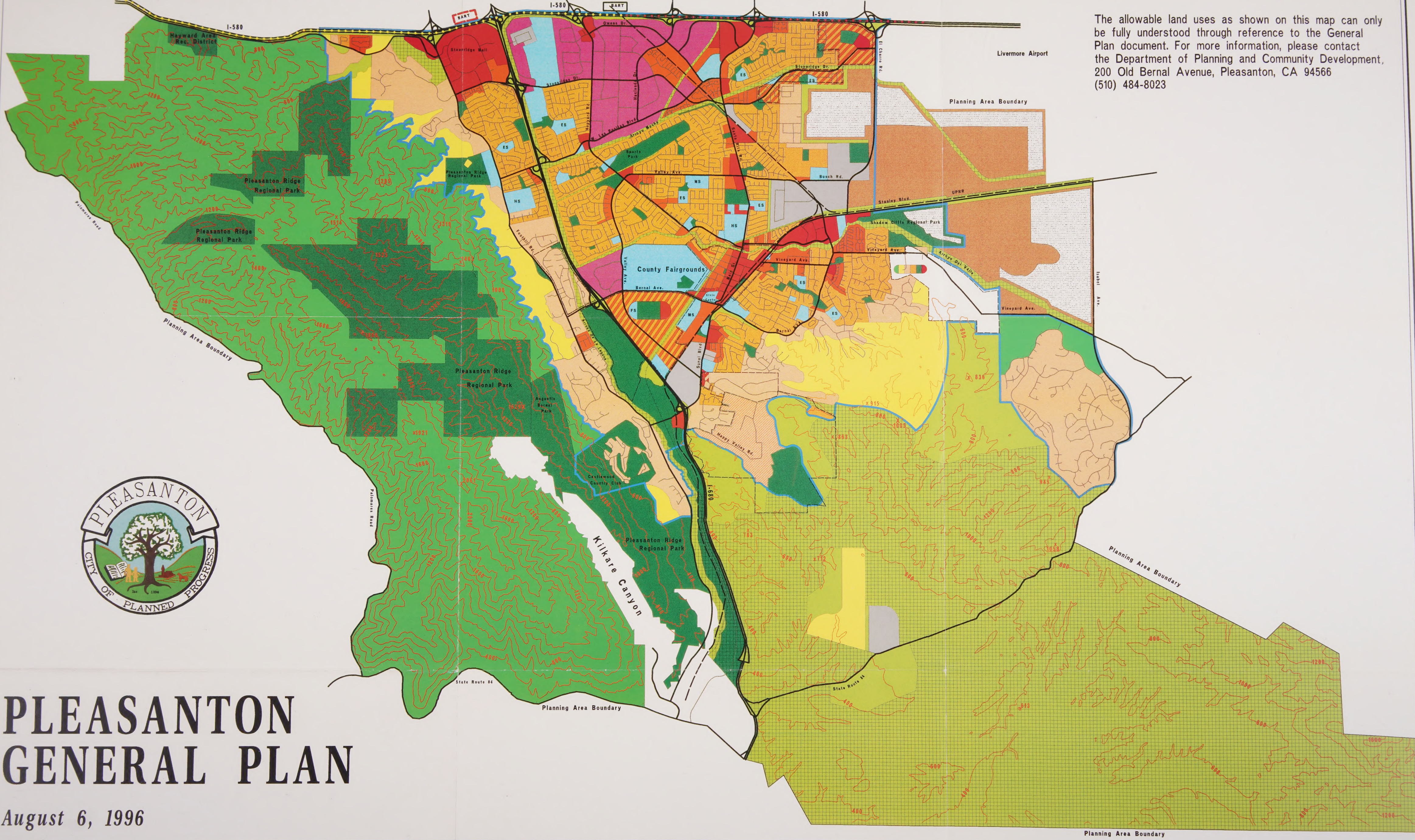
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The allowable land uses as shown on this map can only be fully understood through reference to the General Plan document. For more information, please contact the Department of Planning and Community Development, 200 Old Bernal Avenue, Pleasanton, CA 94566 (510) 484-8023



# PLEASANTON GENERAL PLAN

August 6, 1996

## RESIDENTIAL

- Rural Density**  
One dwelling unit per 5 gross acres.
- Low Density**  
Less than 2 dwelling units per gross acre.  
One dwelling unit per 2 gross acres.
- Medium Density**  
2 to 8 dwelling units per gross acre.
- High Density**  
Greater than 8 dwelling units per gross acre.

## INDUSTRIAL, COMMERCIAL AND OFFICES

- Retail/Highway/Service Commercial, Business and Professional Offices**
- General and Limited Industrial**
- LAKE Sand and Gravel Harvesting**
- Business Park (Industrial/Commercial and Office)**

## OPEN SPACE

- Parks and Recreation**
- Agriculture and Grazing**
- Public Health and Safety\***
- Wildlands Overlay\***

## COMMUNITY FACILITIES

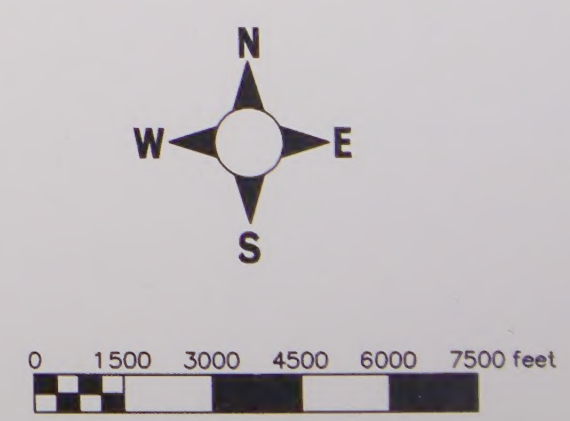
- Public and Institutional**
- Schools**  
ES—Elementary School  
MS—Middle School  
HS—High School  
FS—Future School

## SPECIAL PLANNING AREAS

- Specific Plan Area**  
Land uses and densities are conceptual only and may change subject to the outcome of the specific plan.
- Urban Growth Boundary**

## CIRCULATION

- Freeway**
- Thoroughfare**
- Local/Collector Streets**
- Railroad**
- Proposed BART Station**
- Existing BART Station**
- Proposed BART Line**
- Existing BART Line**
- Transportation Corridor**



\* See Land Use Element for an explanation of development potential.



